

INTRODUCTION

CHAPTER I

Terms of Reference and Method of Enquiry

We, together with the Committee on the Management of Local Government, (with whom we shared a common secretariat) were appointed on 3 March, 1964, by the then Minister of Housing and Local Government at the request of the four local authority Associations with the following terms of reference:—

- 'To consider the existing methods of recruiting local government officers and of using them; and what changes might help local authorities to get the best possible service and help their officers to give it.'
2. Consideration of salaries and of certain categories of staff, namely police officers, fire officers, teachers and manual workers, was excluded from our enquiry.
 3. We obtained information in the following ways:—
 - (a) written evidence was called for;
 - (b) oral evidence was heard;
 - (c) a postal questionnaire was sent to a sample of local authorities in England and Wales;
 - (d) a postal questionnaire was sent to a sample of the members of NALGO;
 - (e) visits were made to local authorities and other institutions at home and abroad.
 4. In conjunction with the Committee on Management we called for written evidence by public advertisement and by addressing a request direct to 130 institutions and societies. The final date for the submission of written evidence was 23 April, 1965. We received a total of 145 submissions of which:—
 - 9 were from local authorities;
 - 70 were from professional bodies;
 - 12 were from institutions or societies;
 - 54 were from private individuals.
 5. A list of witnesses who submitted written evidence is in Appendix A. Some evidence was published independently by those who submitted it and we have quoted from published evidence where the material is appropriate. Where evidence has not been published independently, we asked witnesses whether they agreed to our using material directly or indirectly in our Report. The list in Appendix A is annotated to show which witnesses published their evidence independently and which witnesses agreed to our quoting their material in whole or in part.
 6. In oral evidence we heard witnesses with a particularly wide knowledge of local government, others whose opinions we were anxious to know even though they had not submitted written evidence, and others who had themselves submitted written evidence about which we wanted further explanations. Oral evidence was not recorded verbatim nor was it heard in public. Where we have quoted from oral evidence the permission of those concerned has been obtained. A list of those who gave oral evidence to the Committee is in Appendix B.

Chapter I

7. A postal questionnaire, the form of which is Document 1 in Appendix C, was prepared with the object of discovering the extent of staff shortages and of obtaining information on recruitment and training arrangements and on the use of administrative staff. The questionnaire was sent to a sample of authorities in England and Wales.

8. We thought it would help us if we could get from local government officers themselves opinions about their work. Accordingly we devised a questionnaire which NALGO distributed on our behalf to a sample consisting of 3,598 of the Association's members. The form of the questionnaire is set out in Document 1 in Appendix D. To encourage officers to give full and frank answers we arranged for the forms to be completed without disclosing the identities of those taking part.

9. The Chairman paid visits to a number of local authorities and had valuable discussions with elected representatives and with principal officers.¹

10. Some of our members paid a visit to the Iron and Steel Federation's Management College at Ashorne Hill. The Chairman and two members visited the Ecole Nationale d'Administration in Paris. One of our number joined a member of the Committee on Management in a study of the work of the Swedish Local Government School at Sigtuna, which undertakes training of both elected members and officers. These members also took the opportunity of visiting the Social High School in Stockholm, which is one of four Swedish colleges which prepare young people for careers in administrative and social work.

11. The full Committee met on twenty-nine occasions covering forty-one days. Because of the specialist nature of some parts of our enquiry, individual members agreed to act as *rapporteurs* and to direct the secretariat in the preparation of papers on topics of which they had expert knowledge. In addition the Chairman and three members acted as a drafting sub-committee which met five times. Because of the close relationship between our work and that of the Committee on Management we made a number of arrangements to ensure co-ordination. We shared our meetings when appropriate and many of our members attended meetings of the other Committee. We also met with members of the Management Committee in a Joint Working Group to give special attention to those matters where our terms of reference interlocked.

¹ For our use of the term 'principal officer' in this Report, see the Glossary of Abbreviations.

PART I

THE PRESENT SITUATION

CHAPTER II

Conditions of Service and Staffing Institutions

THE NATURE OF THE WORK OF LOCAL GOVERNMENT OFFICERS AND THEIR ATTITUDES TOWARDS IT

The nature of local government

12. Local government involves the local administration of services and functions pre-determined or approved by Parliament. Many of the services are diverse and have little in common. Nevertheless local government also ensures that a wide range of the interests and needs, both current and future, of the community are considered and evaluated, and that the services and functions are shaped and organised to meet these particular interests and needs. Democratic local government contributes to the social and political education of the citizen by bringing him to a knowledge and understanding of new policies. It also enables central government to be made aware of local opinion.

The range of services and functions

13. The services and functions of local authorities can be classified in various ways. One broad classification is as follows:

- (a) The physical protection of the community: police, fire and civil defence.
- (b) The physical environment of the community: roads, planning, housing, slum clearance, parks and open spaces.
- (c) Personal and environmental community health services: for example district nursing, ante-natal services and port health.
- (d) Community welfare services: for example domiciliary and residential services for the aged, the blind and deprived children.
- (e) The education of the community: schools and further education.
- (f) Cultural facilities for the community: libraries, museums and art galleries.
- (g) The disposal services: refuse collection, cleansing and sewerage.

Some of these services are provided for the community at large (e.g. roads, police and fire services, refuse collection and sewerage, libraries and recreational facilities); they may be generally used or used selectively according to people's interests. Other services are provided for certain groups of people (e.g. schools, old people's homes, services for mothers and children). A third category are regulative or preventive (e.g. food inspection, application of planning controls). Other services are concerned with applying general rules to individual cases (e.g. building regulations).

Officers—the law and delegation

14. Legally the officers are the servants of the council which appoints them; they work under its authority or that of its committees. There are exceptions to this: certain officers, although appointed by the local authority, have independent duties imposed upon them by law (e.g. some Clerks as electoral registration and acting returning officers; the Medical Officer of Health has a duty to make an official representation when he is of the opinion that a house is unfit for human habitation). Although an officer is the servant of the council he cannot plead the orders of the council to escape from liability for an illegal act done by him.¹

¹ On the position of the Town Clerk see the case *re Hurlle-Hobbs ex parte Riley and Another* (1944) (2 All E.R.261) and the discussion in the Report of the Bogner Regis Inquiry, 1965.

15. The law does not provide for the delegation of the council's powers or functions to officers. Just as the local authority cannot do things other than those which the law prescribes or allows, so the officer in exercising his professional competence can only act within the confines of the law and within the council's directions in exercise of its legal powers. In practice, officers have often to take independent decisions and action but always within the framework of the legal powers and general policies of their council. The extent to which they are able to do so varies from authority to authority but the general picture is one of limited discretion for officers. Within this area of discretion, the responsibilities of officers may be considerable; not only is there a risk of unfavourable public reaction, but also the liability which may ensue from the failure to discharge duties with professional competence.

The work of local government officers

16. The diversity of work in local government is so great that it is impossible to draw up a comprehensive list of officers' activities. The more senior staff will be engaged in planning and advising the authority on the development and execution of the services and this will involve attendance at committee meetings so that elected members can take the necessary decisions on the plans and on the problems of their execution. Senior staff will also be involved in supervising the execution of the council's and the committees' decisions and the provision of the services themselves. Staff at varying levels of responsibility will be engaged in organising the provision of the services and the discharge of the authority's functions. A great majority of local government officers will be engaged in executive work in providing services or the machinery of administration, for example in the collection of revenue, and in accounting and recording operations necessary to support the services and functions of the authority.

17. It is true that local authorities provide services prescribed by Parliament and that they operate within a nationally determined framework. They are nevertheless involved in the day-to-day problems arising from the provision and execution of the services, and they must relate the practical application of their services to foreseeable needs in the future. Most of the services and functions demand varying degrees of professional and technical skill and experience. At one extreme an officer may be engaged with his colleagues on such major enterprises as planning and advising on the physical environment of a city, or on the provision of schools for many years ahead; at the other extreme officers may be solely engaged on such restricted jobs as work on a drawing board for a minor modification of a building or the issue of motor licences.

18. The work of some officers in a local authority is little different from that which they would be doing in other forms of employment. For example the engineer at the bridge site and the operator at the key-punch machine, in so far as their particular tasks are concerned, require no special understanding or knowledge of the authority's procedures and constitutional workings. Other officers, for example solicitors, treasurers, lay administrative officers,² heads of

² Officers qualified in a number of professions undertake administration in its broadest sense, particularly at the senior levels of a department. To avoid confusion we have used the term 'lay administrative officers' to denote those officers who are normally known as 'administrative officers' or 'administrative assistants'. We do not imply that the work of lay administrative officers is not professional work.

departments and their deputies, are directly involved in the authority's procedures and need an understanding of them. It is these men who advise elected members collectively in council or committee and who provide information and help to members individually.

19. Although local authorities' services are for the public's benefit, the extent of an officer's contacts with the public varies widely. Heads of departments and their deputies have dealings of a formal nature with the public and mainly by way of consultation; on the other hand there are certain classes of officers (e.g. midwives, welfare workers, staff of old people's homes, library assistants) who have direct 'professional' dealings with the public. Others have contact of an official and routine nature (e.g. cashiers in Treasurers' departments and licensing officers). Some of the work carried out within the confines of offices by administrative and clerical staff as well as by staff with professional and technical qualifications involves no direct dealings with the public.

20. Local authorities are responsible for bringing direct to people the practical consequences of relevant parliamentary legislation. It follows that local government officers are often involved in matters of considerable delicacy in the course of their work with the public. Issues which may appear relatively unimportant but which seem to affect the right and freedom of individuals can become politically explosive and arouse as much public interest as major issues of public policy affecting the lives and the environment of the community for the future. Other activities of local authorities performed by their officers are accepted by the public without interest or enthusiasm and are only liable to arouse criticism when their quality is questioned.

21. NALGO in written evidence to us challenged the validity of the picture of local government service 'as essentially humdrum, subject to constant restriction and controls, offering little challenge or satisfaction, and giving limited scope to the spirit of adventure and idealism or to the longing for personal achievement which enterprising youth expects a career to satisfy'. They were convinced that local government, 'concerned, as it is, with human life from the cradle to the grave, engaged, as it must be, in a ceaseless war against our common enemies of poverty, sickness, ignorance, isolation and social maladjustment, and capable, as it should be, of transforming the whole pattern of environment and welfare, presents challenge and opportunities unequalled in any other employment'. It is true that a large number of workers in local government are faced with these challenges and opportunities. On the other hand, as in other large scale enterprises, there is inevitably routine work which cannot be called exciting or adventurous, but those who perform it can feel satisfied that without it the 'challenges and opportunities' would not exist.

Attitudes of local government officers towards their work.

22. In 1966 we conducted a postal enquiry amongst 3,598 local government officers of whom 2,890 (80.3%) gave effective replies. The questionnaire, the tables and a commentary are Documents 1, 2 and 3 in Appendix D. The questionnaire was sent to every seventh person in every eighth branch of NALGO. The purpose of the questionnaire was to find out why people join local government, the satisfactions and frustrations they experience, whether they are considering leaving local government and if so why.

Chapter II

23. It is not wise to make any firm deductions from a sample of this kind but we think it fair to draw the following general conclusions:

- (a) The largest single factor first influencing people to join local government is that they expect to find the work satisfying.
- (b) For 61.5% of officers prospects turn out as they think.
- (c) Sizeable minorities would like more responsibility and more scope for initiative.
- (d) 48% of those officers who have contacts with the public find these contacts pleasant; a further 48% find them at least satisfactory.
- (e) Nearly half the officers say that they do not have adequate facilities to do their work; generally officers with degrees or diplomas or with professional qualifications are more critical than those without.
- (f) About 48% of men officers say they are seriously considering leaving local government or would consider doing so if it were not for loss of pension rights.

24. The first and second general conclusions are reassuring and go some way towards supporting NALGO's view of the inherent satisfactions of local government careers. The third conclusion could be stated about almost every human organisation. The fourth is not particularly significant. The remaining conclusions give some cause for concern although the restlessness which is implied in the last is not confined to local government officers.

CONDITIONS OF SERVICE IN LOCAL GOVERNMENT

The local government service

25. In some ways it is misleading to talk about the local government 'service' since there is no central establishment control and no single employing authority. Each local authority, from the largest to the smallest, recruits, selects and appoints its own staff and each officer serves the authority of his own choosing. Officers are in no way posted from one authority to another. Nevertheless there are certain unifying factors affecting different classes and categories of local government officers:

- (a) Where local authorities are charged with the same range of statutory duties, they necessarily employ staff of the same professions. Further the law requires all authorities to employ a Clerk, a Treasurer, a Surveyor, a Medical Officer of Health and, except for county authorities, a Public Health Inspector,³ and there are provisions outside the 1933 Act requiring the appointment of certain officers in the appropriate type of authority. For example a local education authority must appoint a Chief Education Officer.⁴ Most officers are required to be appointed 'during the pleasure of the council',⁵ though the appointments of some officers (for example Medical Officers of Health and Public Health Inspectors of boroughs and

³ Sections 98, 102, 103, 104, 106 and 107 of the 1933 Act.

⁴ Education Act, 1944: Section 88.

⁵ Sections 102 and 104-107 of the 1933 Act.

districts, Clerks and Medical Officers of Health of counties) cannot be terminated without the consent of the minister concerned.⁶

- (b) The National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services (NJC) has as one of its objects to 'secure the largest possible measure of joint action for the consideration of salaries, wages and service conditions of officers within the scope of the Council.'⁷
- (c) NJC membership includes representatives of the employing local authorities (other than the Greater London Council and the Inner London Education Authority) and employees.
- (d) NJC has produced a Scheme of Conditions of Service (the Scheme) relating to those officers within its purview. The Scheme is 'commended for adoption by all local authorities'; the Scheme is mandatory in the sense that minimum standards are enforceable; it is not mandatory in the sense that some local authorities apply higher grades or pay higher salaries than those recommended. The Revision of the Scheme (see paragraph 34 below) does not alter these principles.
- (e) The Local Government Superannuation Act, 1937, as amended, forms the basis of the present superannuation scheme, and only two local authorities in England and Wales do not subscribe to it. Therefore virtually all local government staff within our terms of reference are now covered by the superannuation scheme though there are about 560 separate funds.

The professional associations

26. Although there are 1,451 authorities⁸ which employ staff and to which the staff are responsible, officers of any one profession in whatever authority they are serving have a common bond in their membership of professional associations which may be concerned with professional qualifications and standards or with collective bargaining or both. Members of some of the professional associations are almost exclusively officials employed by local authorities (e.g. the Institute of Municipal Treasurers and Accountants and the Institution of Municipal Engineers); members of others are equally well qualified for work inside or outside local government (e.g. the Royal Institute of British Architects, the Law Society).

27. One of the most notable features of local government in this country is the great number of professional bodies conducting their own examinations and with each profession having its own registrable qualification. This is in marked contrast to practice in, for example, Western Germany where qualifications are obtained at universities and other educational institutions and not through professional bodies and where consequently the range of specialisms is much more limited.

⁶ Sections 108-110 of the 1933 Act (amended by the 1958 Act: 8th and 9th Schedules and Section 57); Sections 100 and 105 of the 1933 Act.

⁷ Clause 8 of NJC's Constitution. Clause 3 shows those officers who are outside the scope of NJC. Examples are given in paragraph 35, below.

⁸ On 1 July, 1966.

The National Joint Council

28. In their written evidence NALGO said that 'when NALGO was founded, and for many years afterwards, local government was in no sense a national service. Local government officers were the employees of some 2,000 local authorities, all autonomous in staffing matters, many parochial and inefficient and lacking common standards of entry, qualifications, competence, remuneration and conditions of employment. Recruitment and promotion were commonly by patronage and nepotism, salaries depended more on rate poundage than on personal ability, and tenure of office often hung on the good will or prejudice of councillors.* The founding of NALGO provided a means of collective bargaining for a very wide range of local government officers throughout local authorities in England and Wales.

29. The National Joint Council (NJC) was formed in 1943 to secure the largest possible measure of joint action for the consideration of salaries, wages, and service conditions of officers. More specifically, NJC has the following objectives:

- (a) provision of machinery for the regular consideration of salaries, wages and service conditions;
- (b) measures for securing recognition by all local authorities and officers of agreements relating to salaries, wages and service conditions;
- (c) settlement of such differences either between employers' and employees' sides of a provincial council⁹ or between local authorities and their officers as may be referred to NJC;
- (d) collection of statistics and information, as and when agreed, on matters appertaining to the services of officers;
- (e) encouragement of the study of methods of administration with a view to improving the services rendered by officers of local authorities;
- (f) health and welfare work including the provision of such special treatment as may be necessary;
- (g) the entry into and training for the administrative, technical and clerical services, and co-operation with the education authorities in arranging educational facilities;
- (h) measures for endeavouring to persuade local authorities and officers to become or remain members of the appropriate provincial council or officers' association established to deal with salaries, wages, and service conditions of officers and endeavouring to secure the loyal observance by them of collective agreements;
- (i) co-operation with other joint councils on questions of common interest.¹⁰

30. The NJC consists of 32 members appointed by the provincial councils and the local authority Associations to represent the employers, plus 31 members appointed by the provincial councils and the trade unions to represent the officers.

* See paragraph 33 below.

⁹ The Scheme: Appendix F, paragraph 8.

The Local Authorities' Conditions of Service Advisory Board

31. The Local Authorities' Conditions of Service Advisory Board was established in 1948 to co-ordinate the activities of the employers' side of local government wage-negotiating organisations, to provide a joint secretariat for those bodies, to maintain liaison with other employers and obtain and disseminate information on service conditions. The Board consists of nineteen representatives appointed by the local authority Associations, the Greater London Council, the employers' side of some of the negotiating bodies and the official side of the Police Council for Great Britain. Altogether the Board is associated with 22 negotiating bodies. The Secretary of the Board is also the Employers' Secretary of NJC.

The Local Government Examinations Board

32. In 1946, NJC established the Local Government Examinations Board (LGEB) whose functions are:

- (a) to devise and manage promotion examinations for clerical and administrative staff in the service;
- (b) to advise NJC on the qualifications to be recognised for appointment under paragraph 12 of the Scheme and to keep under review examinations relevant to the local government service;
- (c) to advise NJC upon the arrangements to be made for recruitment to the local government service;
- (d) to advise NJC on the post-entry training facilities for officers within NJC's purview.

LGEB has 24 members representative of both sides of NJC and of the local authority Associations.

The Provincial Councils

33. There are now thirteen provincial councils whose membership consists of representatives of employing authorities and staff. Their functions can be summarised as follows:

- (a) to consider and make recommendations to NJC or the constituent local authorities in regard to any matter that may be referred to the provincial councils by NJC;
- (b) to consider and make recommendations to NJC or the constituent local authorities in regard to any matters of interest to officers within the scope of the provincial council, such matters to include the study of public administration and the arrangement of lectures and conferences.

The Scheme of Conditions of Service

34. NJC's Scheme of Conditions of Service (the Scheme) prescribes for staff within its ambit three main divisions for salary purposes; General, Clerical and APT. The Scheme lays down the general principle that junior entrants shall be appointed to the General Division.¹¹ There are special facilities for 'better

¹¹ The Scheme: paragraph 2.

Chapter II

qualified entrants' to enable them to proceed more rapidly through the Clerical Division to the APT scales¹² and graduates 'appointed as such' may enter on APT I and progress to APT II.¹³ The Scheme prescribes certain minima on the APT scales for some professional officers and it also lays down scales for special classes of officers, for example inspectors of weights and measures and child care officers.¹⁴ In July, 1966 a Revision of the national salary structure was published. This was to have come into effect on 1 August but was postponed because of the 'freeze' of pay increases announced by the Government at the end of July. This Revision made a number of changes to the Scheme. The more significant of these changes were:

- (a) the abolition of the General Division;
- (b) the creation of a Technicians and Technical Staffs Division;
- (c) the creation of an Administrative and Professional Trainee Grade.¹⁵

35. There are some professions, notably medical practitioners, dental surgeons, nurses and midwives, whose conditions of service are not governed by the Scheme but negotiated through separate machinery. There are also special negotiating bodies for Clerks and certain 'designated' officers and their salaries are related to the populations of the authorities they serve. Other heads of departments are dealt with under the provisions of the Scheme; most are paid on the lettered grades of the APT Division although authorities have discretion to pay higher salaries if they so wish. Salaries of Deputy Clerks and deputy principal officers are usually two-thirds of those of their departmental heads but there is now a tendency for authorities to pay as much as seventy or seventy-five per cent.

36. Because there is no unified local government 'service', officers' careers depend to a great extent on their own initiative; they move at will and not by compulsion. The Scheme (for those officers within its purview) prescribes gradings for posts requiring specified intermediate or final qualifications and authorities may at their discretion establish posts with higher gradings 'which carry additional duties' and are 'of a more responsible character'.¹⁶ Under the Revision certain minimum salaries are laid down for trainees upon passing intermediate and final examinations; there are five grades for junior administrative and professional posts and further grades for senior and principal posts. The professional and lay administrative officers make their careers by passing their qualifying examinations and gaining the necessary experience, often with the advice or guidance of senior officers, and then by applying for posts, either in their own authorities or elsewhere, which carry greater responsibilities and correspondingly higher salaries.

37. Although most local government officers hold their appointments 'during the pleasure of the council', in practice they generally enjoy security of tenure. Under the Scheme the new entrant must serve a period of probation of not less

¹² The Scheme: paragraph 26 (f).

¹³ The Scheme: paragraph 30 (9).

¹⁴ The Scheme: paragraph 30.

¹⁵ Details of the Revision were sent to local authorities by NJC in a circular dated 15 July, 1966 (No. N.O.194). A summary of the more important provisions is contained in Appendix E. Throughout this Report we shall refer simply to the 'Revision'.

¹⁶ The Scheme: paragraph 30.

than three or more than six months and if his head of department gives him a satisfactory report at the end of it he is transferred to the authority's established staff.¹⁷ The period of notice required to terminate an officer's appointment must be clearly defined in his contract of service and accord with the provisions of the Contracts of Employment Act, 1963.¹⁸ If an appropriate committee of the employing authority proposes to downgrade or dismiss an officer, he must be notified in writing of this proposal and he may appeal either individually or through the appropriate association or trade union to an appeals committee of the employing authority; he and his representatives have the right of audience before this committee.¹⁹

Superannuation

38. All major²⁰ local authorities are required to maintain a superannuation fund. These authorities, known as 'administering authorities', may combine together to run joint superannuation funds. Employees of other 'employing authorities' usually participate in the fund maintained by the county council in whose area their authority is situated. Full-time administrative, professional, technical and clerical employees over the age of eighteen must contribute to the superannuation fund. There are a few exceptions; for example teachers entering administration may continue to contribute to the Teachers' Superannuation Fund. For most officers pensionable age is 65, or 60 if forty years' service has been completed by that time; but certain officers, mainly in the health services, may qualify for benefit on retirement at 60 on completion of only ten years' service and others may retire at 55 after thirty years' service. Normal benefits comprise a pension and lump sum retirement grant calculated according to length of service. There are provisions among other things for benefits for widows and also for a pension to be paid if an officer has to retire prematurely on grounds of permanent ill-health after at least ten years' service.

39. If an officer leaves local government employment his superannuation rights are preserved only if the new employment is within the scope of statutory instruments ('interchange rules') made under the Superannuation (Miscellaneous Provisions) Act, 1948. If an officer joins a local authority from industry or commerce at a comparatively late stage of his career he cannot gain full superannuation benefits.²¹

¹⁷ The Scheme: paragraph 9.

¹⁸ The Scheme: paragraph 13.

¹⁹ The Scheme: paragraph 71.

²⁰ County and county borough councils, the Greater London Council, the London borough councils and county district councils with more than 100 contributing employees at 1 October, 1938 (Local Government Superannuation Act, 1937).

²¹ Superannuation arrangements are discussed in more detail in Chapter xii.

CHAPTER III

The Staffing Situation

40. The Ministry of Labour in its Gazette produces annually figures to show the number of employees in local government service in England and Wales. In June, 1966 there were 1,919,215 or approximately 8% of the working population.¹ No continuous review is centrally maintained of the local government staffing situation as a whole in the sense of a short- and long-term central assessment of local authorities' staffing requirements, profession by profession. No facts are available which enable comparisons to be drawn between similar authorities about the number of staff required for the administration of services. There is no easy way of discovering which categories of staff cause local authorities most concern. Written evidence submitted to us contains many complaints about the shortage of staff. NALGO, in particular, referred to an enquiry made in 1961 which showed in the sample they took that 9% of officers in the APT grades left their posts between January and November, 1961 and of these 60% were lost to local government service. In November, 1961 a little over two-thirds of the posts which had been vacated were still unfilled. NALGO said that many vacant posts were advertised repeatedly without producing suitable replies and that some departments had been short on approved establishments for years. NALGO went so far as to say that many authorities had been compelled to relax entry standards and, because of staff shortages and inadequacies, to defer or abandon approved projects or to put out work to private practitioners and outside contractors; they believed that there was little evidence that the position had improved in many areas.

THE POSTAL QUESTIONNAIRE

41. The absence of authoritative information, and the assertions made in written evidence, made it necessary for us to make our own enquiries. Accordingly we prepared a questionnaire, the form of which is Document I in Appendix C, which, amongst other matters, sought to establish:

- (a) the number of posts which were unfilled at 31 August, 1964 and which had been vacant for six months or more, the number of posts filled by persons possessing less than the desirable qualifications, the number of persons who had left the service during the previous twelve months and the additional number of posts which would properly be required to cope with the work load assuming no recruitment difficulties;
- (b) the degree of difficulty in recruiting trainees with the necessary educational qualifications.

¹ Page 736 of the Ministry of Labour Gazette, November 1966. This total number of local authority employees includes staff outside our terms of reference; amongst them are lecturers and teachers (476,666), police forces (85,214) and a considerable number of manual workers (the precise figure is not ascertainable from these statistics).

The questionnaire was handled as follows:

TABLE 3/1
The postal questionnaire—the sample

	(1) Number of authorities	(2) Number addressed	(3) Percentage addressed	(4) Number of replies	(5) (4) as percentage of (2)
Counties	62	60	97	46	77
County boroughs	85	85	100	68	80
Non-County boroughs	315	27	9	19	70
Rural districts	474	25	5	20	80
Urban districts	564	75	13	48	64

The questionnaire was circulated in September, 1964. The number of authorities which replied to our questionnaire was disappointing.

42. Document 2 in Appendix C (Table 1) purports to show the overall position as a result of the questions raised in paragraph 41(a) above. The professions are listed in descending order of the percentage of vacancies. Table 2 in the same Document shows the professions listed in the same order but analysed by different types of authority. Three warnings are necessary on these tables:

- There is no yardstick by which to judge the correct establishment for any profession. Establishments may be inflated and the stated shortages exaggerated in consequence; equally Table 1 (column 6) shows that establishments may be artificially low if authorities believe they have little hope of filling vacancies.
- If there is a shortage of professionally qualified people, and if economies can be made by using staff less well qualified without loss of efficiency, it is in the national interest that this should be done.
- The sample of non-county boroughs and districts was too small to enable valid conclusions to be drawn from the figures relating to them.

43. Because of the wide diversity of professional staffs employed by local authorities these figures give only a broad indication of the position but some general conclusions can be recorded here:

- the professions with the most marked shortages are those whose members have opportunities for employment both inside and outside local government whereas those with the lowest wastage rates are those who work mainly in local government;
- the 'social-work' group contains a high proportion of people who are said to have less than the 'desirable' qualifications for the work;
- generally speaking county borough councils have a higher percentage of unfilled posts than the county councils.

44. Document 2 in Appendix C (Table 3) gives no indication that the size of local authorities is in itself a significant factor in attracting recruits to professional posts. There is evidence that the larger counties and county boroughs are in a better position than the smaller ones in regard to planning staff; this applies to both vacant posts and the number of staff with less than the desirable qualifications. Similarly, counties with populations over 200,000 seem to be more successful in attracting qualified staff for their Treasurers' departments

Chapter III

than counties with populations between 60,000 and 200,000; the largest county boroughs, those with a population of over 600,000, have the fewest vacancies for valuers. On the other hand, the position in regard to public health inspectors is worse in the larger than in the smaller county boroughs. For some professions, (e.g. engineering, child care and weights and measures inspection) the relationship of an authority's size to the staffing situation varies between counties and county boroughs.

45. Some of the figures on vacant posts and posts filled by persons with less than the desirable qualifications were related to the domestic rateable value per head of population of county and county borough authorities in the sample. Each group of authorities (by population range) was divided into high and low domestic rateable value, £18 and over per head being treated as high and £17 and below per head being treated as low. It was assumed that domestic rateable value per head of population was a measure of a whole range of factors which bear upon whether a local authority is a pleasant place to work in. It was found on preliminary analysis that environmental factors played a stronger part in attracting staff than the size of the authority in terms of population. See Document 2 in Appendix C (Tables 14-17).

46. The replies to the question in paragraph 41(b) are summarised in the following tables. Table 3/2 lists the professions in which at least 20% of the authorities in our sample experienced 'extreme difficulty' in recruiting trainees with the necessary educational qualifications.

TABLE 3/2
Recruitment of trainees

Profession	Percentage of authorities experiencing "extreme difficulty" in recruiting trainees
Child Care Officers	47%
Architects	38%
Engineers—Civil and Municipal	33%
Engineers—Structural	25%
Weights and Measures Officers	25%
Public Health Inspectors	24%
Librarians	23%
Accountants	21%
Solicitors	21%
Mental Health Workers	20%
Planning Officers	20%
Social Welfare Workers	20%

Document 2 in Appendix C (Table 4) lists the professions in which more than 50% of authorities in the sample experienced 'some' or 'extreme' degree of difficulty in recruiting trainees.

47. In drawing up Table 3/2 and Table 4³ professions were omitted if the number of authorities involved was too small to draw effective conclusions. Those officers who are not trained in local authorities (e.g. medical practitioners, dental surgeons and education officers) do not appear in these tables. In the case of officers in other professions (e.g. solicitors and engineers) who are recruited at both trainee and qualified levels, the figures may not indicate the overall recruitment situation in these professions.

³ In Document 2, Appendix C.

48. For the purpose of comparison, Table 3/3 shows those professions for which authorities experience extreme difficulty in recruiting trainees alongside the percentages of vacant posts and the percentages of posts filled by officers with less than the desirable qualifications in the authorities in the sample.

TABLE 3/3
Recruitment of trainees and vacant and inadequately filled posts compared

Profession	Percentage of authorities experiencing "extreme difficulty" in recruiting trainees	Percentage of vacant posts	Percentage of posts filled by staff with less than the desirable qualifications
Child Care Officers	47	7.2	43.6
Architects	38	17.4	13.3
Engineers—Civil and Municipal	33	8.8	13.9
Engineers—Structural	25	8.0	12.8
Weights and Measures Officers	25	4.1	1.3
Public Health Inspectors	24	11.4	3.8
Librarians	23	6.1	17.4
Accountants	21	2.7	27.8
Solicitors	21	4.4	1.2
Mental Health Workers	20	5.2	39.7
Planning Officers	20	8.3	17.8
Social Welfare Workers	20	3.1	40.3

49. We make further use of the statistical information we obtained from our questionnaire in the following paragraphs which deal with individual professions. We also draw on this information in later Chapters where this is appropriate.

LOCAL GOVERNMENT AND THE PROFESSIONS

50. Since the administration of specialised services is the major task of local authorities it follows that they must employ highly qualified professional men and women of various specialised skills. We have therefore assembled in this chapter information about some of the professions employed by local authorities. We have tried to set local government needs in a national framework, to estimate additional requirements and to provide information about qualifications and training in each profession. Each section ends with a brief analysis of recruitment and training difficulties; some suggested remedies are contained in the next chapter. Local authorities employ people in several hundred occupations and clearly we could not deal with them all. The professions covered are therefore intended to be representative of this wide range of specialist skills.

Solicitors

51. Clerkships in county, county borough and larger county district councils are usually held by solicitors and the Clerk's chief assistants are solicitors; in the other county district councils there are frequently no legally qualified staff.

Chapter III

Table 3/4³ shows the number of solicitors practising in England and Wales and the number employed by local authorities from 1960 to 1965 inclusive; figures for 1955 are included for comparison.

TABLE 3/4
Local government's share of the solicitors' profession

	1955	1960	1961	1962	1963	1964	1965
All Solicitors	17,961	19,069	19,438	19,790	20,269	20,683	21,255
Solicitors in local government	1,375	1,464	1,507	1,544	1,566	1,592	1,635

52. The Law Society told us in oral evidence that in 1964 legal work in this country required some 5,000 more solicitors in private practice alone. Our postal enquiry⁴ conducted in 1964 showed that in the sample of authorities who gave effective replies there was a total establishment of 859 posts for solicitors. Of these posts, 38 (4.4%) had been vacant for six months or more and an additional 37 posts (4.3%) had been vacated in the twelve months prior to our enquiry by solicitors leaving local government service.⁵

53. Table 3/5 shows the distribution of solicitors in local government amongst the posts of Clerk, Deputy Clerk and assistant solicitor.

TABLE 3/5⁶
Local authority solicitors—employment

	1955	1960	1961	1962	1963	1964	1965
Clerks	502	528	536	539	541	540	545
Deputy Clerks	294	321	339	341	344	347	353
Assistant Solicitors	579	615	632	664	681	705	737

These figures show that the practice of appointing solicitors to Clerkships is now more widely adopted; at the same time, owing to re-organisation, the total number of these posts is declining. The ratio of Clerkships or Deputy Clerkships to the number of assistant posts is high; this is partly because in many small authorities the Clerk is the only legally qualified officer.

54. The Local Government Legal Society in their written evidence estimated that to maintain a figure of 1500 solicitors in local government an intake of at least 40 solicitors a year was necessary. As the number of solicitors employed by local authorities has increased to 1600, and if other factors such as wastage remain the same, the intake needed will be slightly higher. Table 3/6, based on

³ Information from the Law Society: record of certificates of practice taken out.

⁴ From now on we refer to this simply as 'our enquiry' and the sample of authorities giving effective replies as 'the sample'.

⁵ See Document 2 in Appendix C (Table 1).

⁶ Information from the Law Society: record of certificates taken out.

information supplied by the Law Society, shows the number of people admitted as solicitors over the last six years and the number entering articles. No figures are available to show how many solicitors were admitted as serving local government officers nor how many solicitors admitted as local government officers obtained immediate employment elsewhere.

TABLE 3/6
Solicitors—numbers entering articles and of admissions

	1960	1961	1962	1963	1964	1965
Entering articles	954	1,409	1,351	1,680	1,495	1,630
Admitted	711	685	766	805	663	1,009

There is a big jump in the number entering articles in 1961 compared with 1960 and this is reflected again in the number admitted in 1965. There is however no steady increase in the number of those entering articles over the years.

55. The Law Society lays down entry requirements, syllabuses for the qualifying examinations, exemptions for graduates of certain kinds, special courses and the period of articles to be served by different types of applicant. All this is well established and carefully designed to produce solicitors well trained in law. The obligation to serve articles applies in local government as it does in private practice. Apart from any limitation which may exist either in the offices of a solicitor in private practice or of a local authority which may render it impracticable to accommodate more articulated clerks, a partner in private practice and the solicitor Clerk of a local authority may not take more than two articulated clerks at any one time. In the case of borough authorities, however, the Law Society have agreed that, if the Society of Town Clerks is satisfied that adequate training facilities are available, more than two articulated clerks may be allowed in a borough authority office, in which case the additional clerks would be articulated personally to the Deputy Town Clerk and if more than two additional articulated clerks were approved to the next senior solicitor in the office concerned. In county authorities the practice of solicitors other than the Clerk to the Council taking articulated clerks has long been in operation.

56. The articulated clerk generally does not have to pay for his articles in local government; under the Revision he is likely to be appointed to the trainee grade.⁷ When he has passed Part I of the Law Society's examination he will be advanced on the scale to at least £860 p.a. and on passing Part II he will proceed to at least £1,140 p.a.

57. Our conclusions are that:

- The Law Society's estimate indicates that there is a significant shortage of solicitors in private practice and from the figures we have quoted in paragraph 52 it seems that local authorities may be rather better off than private practice.
- This profession is one of a number in which the attractions of a career in local government must bear comparison with the attractions of careers in private practice and increasingly in industry and commerce.

⁷ See Appendix E.

Chapter III

- (c) Although there is a large number of senior posts in proportion to the total number of posts for solicitors, very many of these posts are in authorities whose populations are not large enough to offer salaries comparable with the rewards to be secured elsewhere.
- (d) It may be possible in the future to increase the number of articulated clerks but it will still have to be demonstrated that careers are at least as favourable as those for solicitors in private practice or in other forms of employment.

Treasurers

58. The majority of treasurers have qualified by passing the examinations of the Institute of Municipal Treasurers and Accountants (IMTA). The remainder hold a qualification from one or more of a number of other accountancy bodies whose examinations are more general and not directed towards any one branch of the profession. IMTA told us that 3,008 of their members were employed by local authorities in England and Wales on 1 January, 1966. The other accountancy bodies have not been able to give us the numbers of their members at present employed in local government, but Table 3/7 shows the numbers in local government on 1 June, 1957 who, according to a survey carried out by Professor Roy Sidebotham, had passed the final examination of various professional bodies.*

TABLE 3/7
Qualifications of local authority finance staff, June 1957

Examining Body	Number in local government who had passed its final examination
The Institute of Municipal Treasurers and Accountants	1,992
{ The Institute of Chartered Accountants	48
{ The Society of Incorporated Accountants	527
The Association of Certified and Corporate Accountants	219
The Institute of Cost and Works Accountants	107

Some of these people had passed the final examination of more than one body but the figures make it clear that most accountants in local government qualified with IMTA.

59. The ratio of treasurers to the total size of the accountancy profession can be judged from Table 3/8 which gives the membership of four main accountancy bodies at 1 January, 1966.⁸ The number of officers completing the IMTA Final examination rose from 210 in 1961 to 237 in 1965; the 1965 figure represents 7.9 per cent. of the estimated number of IMTA staff in local government.

* R. Sidebotham: 'Local Authorities' Finance Staffs' (1958): Table 10.

⁸ Taken from page 18 of the edition of 'The Accountant' for 2 July, 1966.

TABLE 3 8¹⁰
The accountancy profession, January 1966

The Institute of Chartered Accountants in England and Wales (with which the Society of Incorporated Accountants was amalgated in 1957)	40,759
The Association of Certified and Corporate Accountants	11,476
The Institute of Municipal Treasurers and Accountants	4,217
The Institute of Cost and Works Accountants	9,432
Total:	65,884

60. The results of a survey carried out in 1960/1961 by the Association of Local Government Financial Officers, and quoted in their evidence, showed that at that time 31 per cent. of the established posts for fully qualified accountants in the 460 local authorities which answered the Association's questionnaire were either vacant or occupied by staff not holding a full qualification. This survey found that 10 per cent. of the personnel in professionally established posts retired between 1957 and 1961 and it was deduced that by 1975 47 per cent. of these posts would fall vacant by reason of retirement. The Association also found that only 500 juniors out of a total annual requirement of 950 for the authorities concerned were being recruited. Our enquiry showed that, of an establishment of 3,658 posts for partly and fully qualified treasurers in the sample, 1,017 officers (27.8 per cent.) had less than the desirable qualifications; 98 (2.7 per cent.) of posts had been vacant for six months or more.¹¹ Further, 21 per cent. of the authorities in the sample had experienced 'extreme' difficulty in recruiting trainees and 69 per cent. had experienced 'some' or 'extreme' difficulty.¹²

61. In their written evidence, IMTA said that the intake into the profession was inadequate in number and in quality. The Association of Local Government Financial Officers in their written evidence stated that many officers now being appointed possessed neither the educational standards nor the attributes of mind required for success in professional examinations.

62. Treasurers' departments have usually been staffed by school leavers. From 1 January, 1966, the entry qualification for candidates for the Intermediate examination who have entered local government service since that date has been raised to two 'A' level passes. In oral evidence IMTA stated that, far from this having a damaging effect on recruitment, it had in fact stimulated it in some parts of the country. It is too early to say what effect the raising of the entry qualification will have on the pass rate in the IMTA examinations, but it does not surprise us that, on the basis of 'O' level recruitment, both IMTA and the Association of Local Government Financial Officers should complain of the quality of entrants nor that the pass rates should be so low. Table 3/9 shows the pass rates at recent examinations.

¹⁰ It should be borne in mind that not all members of the profession are necessarily in employment or working as accountants or employed in England and Wales. Moreover some may be members of more than one accountancy body.

¹¹ Document 2 in Appendix C (Table 1).

¹² Table 3/2 and Document 2 in Appendix C (Table 4).

TABLE 3/9¹²
IMTA examinations-results

	May, 1964	November, 1964	May, 1965	November, 1965
Intermediate				
Pass:	219 (31%)	154 (34%)	292 (33%)	188 (32%)
Fail:	499 (69%)	300 (66%)	590 (67%)	400 (68%)
Total:	718	454	882	588
Final (Part A)				
Pass:	130 (33%)	102 (32%)	163 (31%)	119 (31%)
Fail:	269 (67%)	213 (68%)	363 (69%)	262 (69%)
Total:	399	315	526	381
Final (Part B)				
Pass:	134 (45%)	97 (42%)	122 (39%)	103 (42%)
Fail:	164 (55%)	135 (58%)	192 (61%)	145 (58%)
Total:	298	232	314	248

On the other hand it is worth remembering that the pass rates at the pre-war examinations were generally lower than those in recent years:¹⁴

	1937	1938	1939
Intermediate	21 %	34 %	20 %
Final (Part I)	26 %	31 %	21 %
Final (Part II)	30 %	44 %	41 %

63. If the 'A' level requirement stimulates recruitment, it should improve the pass rate in the professional examinations. As it is likely that there will be a diminishing number of school leaver entrants generally, Treasurers' departments may find themselves obliged to turn increasingly to graduates for staff of the quality they need. At present entry of graduates into Treasurers' departments is small. In 1957, Professor Roy Sidebotham recorded that there were a little over 30,000 officers on the finance staffs of the authorities in his survey of whom 11,166 were graded in the APT Division or above.¹⁵ Of these only 367 were university graduates. Professor Sidebotham added that not twenty graduates a year found their way into local government finance.¹⁶ The LGEB Survey found that 67 graduates were recruited for Treasurers' departments over the three years 1958-1960.¹⁷ Our enquiry showed that 75 graduates were recruited for Treasurers' departments by the local authorities in the sample over the three years 1962-1964. Taking into account the smallness of our sample of county district councils and that only 77 per cent. and 80 per cent. respectively of the county and county borough councils addressed replied to our questionnaire, the figure for local government as a whole was probably nearer 100.

¹² Source: 'Local Government Finance': September, 1964 and 1965; March, 1965 and 1966.

¹³ Information from IMTA.

¹⁴ *Op. cit.*: Table 1.

¹⁵ *Ibid.*: page 30.

¹⁷ LGEB Survey: Table 19(b).

64. In 1963 IMTA commissioned independent research into recruitment and training for the profession. It was conducted by Mr. R. W. V. Dickerson, who concluded that there was a fundamental difference between the education and training needed by what he called the 'financial administrator' and those needed by persons in less responsible posts. He recommended that the education of the former should be entrusted to the universities²⁴ and that the objective should be to establish local government accountancy as a graduate profession.²⁵ Mr. Dickerson however suggested that the present shortage of professionally qualified staff might be exaggerated because of 'a degree of mis-employment of IMTA members'. Not all the 'professional' posts demanded full IMTA training and many of them could be adequately filled by people of intermediate standard or by those who had acquired their knowledge of accountancy through experience.²⁶ We have already expressed similar reservations about the extent of the shortage of qualified staff revealed by our own enquiry.

65. Dealing with the attractions of the career, Mr. Dickerson concluded that the trainee in local government finance did considerably better in terms of salary than one who took articles with a chartered accountant and that on qualifying he was still substantially better off than his equivalent in the private sector. After that he lost the advantage. Under the Revision the new entrant is likely to be appointed to the trainee grade at a point on a scale which rises from £365 to £1,220 p.a. When he has passed the Intermediate examination he will be advanced on the scale to at least £860 and on completing the Final to at least £1,140 p.a. Mr. Dickerson considered that the salaries of Treasurers were 'astonishingly low' and these of course dictate the levels of salary paid to subordinate staff. He estimated that more than two-thirds of the professional posts in local government finance below the level of deputy Treasurer were on grade B or below (i.e. below £1,950 p.a.). Under the Revision²⁷ grade B is replaced by a senior officers' grade running from £1,725 to £2,265 p.a. In oral evidence IMTA told us that there was little indication that local government was losing staff to the public corporations and the hospital service where the IMTA qualification was accepted.

66. We understand that the accountancy bodies of the United Kingdom are discussing the scope and structure of the accountancy profession in the United Kingdom and that the purpose of the discussion is to consider in what way in the public interest the profession can best be developed, and in particular whether a single professional designation can be adopted.²⁸

67. Our conclusions are that:

- (a) The number of vacant posts for trainees is not insignificant.
- (b) Although the number of posts apparently filled by under qualified staff is large, there is reason to believe that there is an unnecessary demand for qualified staff and therefore that the figures should be treated with reserve.
- (c) At present IMTA qualifications confine the holder to a career in local government or perhaps the hospital service, nationalised industries, or

²⁴ R. W. V. Dickerson: 'Recruitment & Training' for the IMTA: paragraph 94.

²⁵ *Ibid.*: paragraph 97.

²⁶ *Ibid.*: paragraph 13.

²⁷ See Appendix E.

²⁸ IMTA Annual Report, 1965-1966.

the District Audit of the Ministry of Housing and Local Government. Unless the ultimate rewards, the interest of the work and its responsibilities are attractive, the graduate or good school leaver is not likely to choose accountancy in local government.

Engineers

68. In our enquiry we sought information about the staffing situation in a number of branches of the engineering profession; the replies are consolidated in table 3/10.

TABLE 3/10²³
Local government engineering—the staffing situation

Type of engineer	Establishment of qualified and partly qualified staff	Posts unfilled on 31 August, 1964	Posts filled by persons with less than the desirable qualifications	Officers who had left local government service during the previous 12 months
Civil and ...				
Municipal ...	5805	512 (8.8%)	807 (13.9%)	170 (2.9%)
Structural ...	400	32 (8%)	51 (12.8%)	14 (3.5%)
Electrical ...	391	21 (5.4%)	110 (28.1%)	10 (2.6%)
Heating and Ventilation ...	359	48 (13.4%)	88 (24.5%)	25 (7%)

33 per cent. of the authorities in the sample experienced 'extreme' difficulty in recruiting trainee civil and municipal engineers and 25 per cent. experienced 'extreme' difficulty in recruiting trainee structural engineers.²⁴

69. We confine the comments which follow to civil, municipal and structural engineers who all submitted evidence to us. Table 3/11 shows comparative figures for 1962, 1965 and 1968 of the total number of civil, municipal and structural engineers and of the numbers in local government.

TABLE 3/11
Civil, Municipal and Structural Engineers

	1962 (actual)	1965 (1962 forecast)	1965 (actual)	1968 (1965 forecast)
Total in Great Britain ...	16,932 ²⁵	21,147 ²⁶	19,509 ²⁷	25,547 ²⁷
Total in local authorities in England and Wales ...	6,306 ²⁸	8,061 ²⁸	7,300 ²⁸	9,729 ²⁸

²³ Document 2 in Appendix C (Table 1).

²⁴ Chapter 3: Table 3/2.

²⁵ Table 3 of the Report of the Advisory Council on Scientific Policy (Committee on Scientific Manpower): 'Scientific and Technological Manpower in Great Britain 1962' (Cmd. 2146; 1963).

²⁶ Information from the Committee on Scientific Manpower. This information was gained from the 1962 Survey but not included in the Report.

²⁷ Table 2 of the Report of the Committee on Manpower Resources for Science and Technology on the 1965 Triennial Manpower Survey of Engineers, Technologists, Scientists and Technical Supporting Staffs (Cmd. 3103; 1966).

²⁸ Information from the Committee gained from the 1965 Survey but not included in the report. The Surveys do not cover all employing sectors; the Committee have estimated that the total number employed in all sectors in 1965 was 26,000.

70. The Institution of Municipal Engineers is recognised by the local authority Associations and the Department of Education and Science as the qualifying body for municipal engineers. To that end the Institution conduct examinations, and, jointly with the Institution of Civil Engineers, control the training of young men in the engineering departments of local authorities. The Institution of Civil Engineers is the 'senior' professional engineering organisation and many local authority engineers are members of both Institutions. The Institution of Civil Engineers estimated for us that 3,406 of their corporate members were employed by local authorities in England and Wales at the end of October 1966; the Institution of Municipal Engineers estimated that 4,670²² of their 6,460 corporate members were employed by local authorities in England and Wales in January 1966.

71. Recent discussion in the Council of Engineering Institutions, whose constituent members are 14 chartered engineering societies including the Institutions of Civil, Municipal and Structural Engineers and one of whose principal functions is to establish standards for the qualification²³ of professional engineers, led to agreement on a common standard of academic education in the various branches of the profession. In future, the standard for the academic qualification of Chartered Engineers will be set at the level of degrees in engineering at present awarded by universities in the United Kingdom.

72. The Council of Engineering Institutions will conduct its own examinations at Part I and Part II levels, and these examinations will progressively replace by 1970 the examinations at these levels of the individual constituent members who will, however, remain responsible for the conditions of entry to their own membership and continue to hold their own examinations, covering specialised subjects not adequately covered by the Council's examination, and to test training and experience. Thus the Part III examination of the Institution of Municipal Engineers will continue. Degrees and diplomas recognised by the Council will confer exemption from the Council's examination, which will also exempt from the Institutions' Part I and Part II examinations while they still operate. Some awards such as the Higher National Certificate which at present give exemption from part or all of some of the Part I and Part II examinations of individual Institutions will not be acceptable for candidates for election to membership and registration as Chartered Engineers after 1973. Candidates for the Council examinations will be required to show scholastic qualifications, not necessarily in science, corresponding substantially in standard to those required for admission to a course leading to a first degree at a university in the United Kingdom. The first examination for Parts I and II will be held in October 1967 and April 1968 respectively.

73. All the individual Institutions are bringing their own requirements into line with those of the Council on the question of the standard for the academic qualification of their members who are to be registered as Chartered Engineers. If the proposals encourage movement of engineers between private undertakings and public bodies (including local authorities) we regard them as being in line with our own views on mobility of staff which are developed in Chapter xii.

²² The figure excludes members of the Institution employed by sewerage boards, water boards, river authorities and New Towns.

²³ The qualification comprises three parts, namely academic education, training for the profession and a period of responsible experience in the profession.

74. There is a shortage of engineers in this country and the unwillingness of young people with a scientific bent to enter the technological professions was the subject of much public comment after the publication of the Second Report of the Universities Central Council on Admissions (UCCA) which dealt with admissions in October 1964. The Institution of Municipal Engineers in oral evidence said that it was very difficult to attract school leavers to careers in engineering in local government because of their lack of knowledge of local government opportunities and the unwillingness of some authorities to sponsor entrants on suitable courses. The Institution of Civil Engineers in their oral evidence referred to the number of engineering places in universities which were not taken up and to the poor image of engineering as a profession. A study made by the Robbins Committee in 1959 found it was notable that in this country the number of first degrees in technology as a percentage of all first degrees in technology and science was low compared with various other countries.²¹

75. On the other hand UCCA's Third Report, which dealt with admissions in October 1965, pointed out that 42 per cent of applicants to UCCA for courses in engineering were successful in gaining places whereas the comparable figure for all faculties was 20 per cent.²² The UCCA Report also showed²³ that between 1963 and 1965 there was a 59 per cent increase in the number of applicants for courses in technology (compared with an 11 per cent increase in pure science and an overall increase in applications of 44 per cent). The comparison does not include the Colleges of Advanced Technology (as they were then known) which did not enter the UCCA scheme until 1965.

76. School leavers with the necessary qualifications (normally two specified 'A' level and three 'O' level passes) can obtain their practical training and technological education through sandwich courses on which they spend alternate periods, usually of six months, in an engineer's office and in college. This training lasts four years and the Institution of Municipal Engineers told us that they regard it as an excellent alternative to full-time study at a university. But those school leaver trainees who obtain a Dip. Tech. in engineering through a sandwich course scheme represent only a small proportion of the total qualifying; the remainder who do not have the general educational qualifications to be sponsored at universities or on sandwich courses have to obtain their professional qualifications through day release arrangements. The Institution of Municipal Engineers stated that day-release was an inadequate method of training professional engineers.

77. The Institution acknowledged that there was a remarkably small percentage of university engineering graduates in positions of responsibility in local government. Our enquiry showed that, of the 1,136 graduates or diploma holders recruited by our sample of authorities during the period 1962-1964, 160 were recruited into engineers' departments.²⁴ Although the figures are not strictly comparable, the total number of officers qualifying as corporate members of the Institution of Municipal Engineers during the years 1963 and 1964 and who were not exempted from Parts I and II of the Institution's examination by virtue of a

²¹ Robbins Report: Appendix Five, Part I, Table 13.

²² UCCA Third Report: Table 6.

²³ Ibid: Table 4.

²⁴ Appendix F: Table 4.

degree or diploma was 470. The Institution stated that the recruitment of graduates was increasing but not quickly enough; they saw graduates as the principal source of recruitment within ten years. Under a joint scheme of the Institutions of Municipal and Civil Engineers, an engineering graduate is required to enter a formal agreement with an engineer (who is a member of either Institution) in a local authority for practical training for two years. The number of non-graduate trainees is restricted on a formula based on the number of engineers in, and the population of, the local authority; no such restriction is applied to graduate trainees. The Institution of Municipal Engineers stated that in October 1964 there were 1,200 trainees of whom over 200 were graduates. Of the 496 trainees registered for the 12 months ending July 1964, 126 had university degrees; as there were at that time 919 local authorities which could take trainees, there was obviously scope for a greatly increased number of engineering trainees to be taken on by local authorities.

78. The Institution said that 'a lack of appreciation of the relative qualifications may be creating an artificial shortage of professional engineers through local authorities' demanding qualification for appointments in excess of the real demands of the work to be done.' The Institution drew attention to the absence of a proper grade for technicians, qualified with the Ordinary National Certificate or Higher National Certificate but highly knowledgeable in a restricted field of operation and able to relieve the professional engineer of those tasks which did not demand his special skills. The Engineers Guild Ltd. also saw a place for the technician, and regarded him as bridging the gap between the unqualified and the professionally qualified man. Since the written evidence was submitted, a scheme for the Training of Civil Engineering Technicians has been set up by the professional Institutions and the Federation of Civil Engineering Contractors. The Revision establishes a technician grade for local authorities.

79. The Institution of Municipal Engineers drew attention to the need for salaries to be comparable with those offered in outside employment and criticised some authorities for appointing several principal officers to undertake the duties formerly exercised by one principal officer; this tended to reduce the salaries and status of principal officers as a whole leading to a loss of career prospects among the younger men. On the other hand, the planners, the quantity surveyors and the architects claimed that they should be separated from engineers' departments. The Engineers Guild Ltd., in their written evidence, said that, from a random sample in 1962/63 of 7,500 corporate members of the Institutions of Civil, Mechanical, Electrical and Chemical Engineers, they found that the median income of engineers in local government was the lowest of the nine employment groups examined and more than £100 below the next category. Their survey also showed that a lower proportion of engineers received salaries over £2,000 p.a. in local government than in other fields of employment. The level of salaries is, of course, a matter outside our terms of reference.

80. Our conclusions are that:

- (a) there is a significant shortage of engineers in local authorities but we cannot say to what extent the situation is worse than it is in the private sector or in other parts of the public sector;

Chapter III

- (b) this is one of the professions for which local authorities are in competition with other employers; generally, local authorities are not competing successfully for trainees or for qualified men;
- (c) there have been indications that engineering as a profession is not proving attractive to young people;
- (d) local authorities, apart from recruiting fully qualified engineers, rely extensively on training school leavers and do not, as yet, place emphasis on the recruitment of graduates with engineering degrees;
- (e) there is an acknowledged need for a technician grade in local government, and an over-insistence by local authorities on professional qualifications;
- (f) a considerable proportion of local authorities find difficulty in recruiting trainee engineers, but, at the same time, the number of non-graduate trainees who can be taken on is restricted;
- (g) the establishment of a common engineering qualification may encourage greater mobility of engineers between various types of employment.

Architects

81. The Royal Institute of British Architects (RIBA) estimated that in 1966 there were about 20,000 registered architects in the United Kingdom of whom approximately 16,200 were working in England and Wales; of these nearly 4,650 were employed in local government. This is a substantial proportion of the profession. There is a national shortage of architects but the shortage in local government is particularly marked. Our enquiry showed that of 4,085 established posts in the sample, 711 (17.4 per cent.) had been vacant for six months or more and that 13.3 per cent. of the posts were filled by persons possessing less than the desirable qualifications. 7.2 per cent. of the posts had been vacated by officers leaving local government service during the previous twelve months.²⁵ The RIBA drew our attention to the fact that the shortage in local government was particularly marked in the lower age groups. For example, 11.7 per cent. of architects in private practice but only 6.3 per cent. of architects in local government fall in the 25-29 age group.²⁶ We were told that when the new London boroughs advertised for architects there were no applicants falling in this age group.

82. In oral evidence a county Architect emphasised the high rate of loss to local government of young architects and told us that 30 of his 47 architectural staff had changed during the last five years and of the ten most senior men only one still remained in local government. Moreover, from an enquiry carried out in 1964, the RIBA found that 32 per cent. of the architects in local government were then aged fifty and over compared with only 21.3 per cent. of those in private practice. The Institute pointed out that this made the failure to attract young people to the public sector all the more disturbing.

²⁵ Document 2 in Appendix C (Table 1).

²⁶ 1964 figures.

83. In oral evidence the RIBA stated that the shortage of architects was due primarily to a shortage of places in architectural schools, and that local government was not getting its share of those architects who did qualify. Though the number of new entrants to architectural courses has been increasing, it inevitably takes a number of years for the effects of this increase to be reflected in the numbers of architects qualifying. The Institute, however, hopes that the numbers of architects will have risen to 27,000 by 1980.

84. Of the 33 schools of architecture in the United Kingdom, thirteen are in universities and the remainder (with the exception of the Architectural Association's School) in major colleges of art or technology. Although it is still possible for a pupil to qualify as an architect by day release, architecture is increasingly being taught as a university subject. Table 3/12 shows the number of first year architecture students for the period 1962-1965 and the number qualifying as associates of the RIBA.

TABLE 3/12
Architects—the supply²⁷

	1962/3	1963/4	1964/5	1965/6
First year students ...	1,241	1,406	1,493	1,668
New associates ...	867	702	635	732

Although 29 per cent. of the architects working in England and Wales are employed by local authorities, only 24 per cent. of the architects taking up their first employment in the years 1960-1964 entered the whole of the public sector. Local government has not been getting its fair share of newly qualified architects.²⁸

85. It takes seven years to qualify as an architect, the 4th and 7th years being spent in practice. The architect is therefore a late entrant into employment. Under the Revision, a trainee architect is likely to be appointed to the trainee grade at a point on a scale which rises from £365 to £1,220 p.a. On passing the RIBA Intermediate Examination he would be advanced on the scale to at least £860 p.a. and on passing the Final to at least £1,140. As architects are in particularly short supply, their scarcity value is reflected in the salaries they can command. Our informal enquiries showed that a fully qualified architect could expect immediate appointment on lettered scale B (£1,610 to £1,940) and above. In oral evidence the RIBA acknowledged that to the young architect the training facilities and initial pay were attractions in local government. They considered that the difficulty arose when the architect was in his late twenties or thirties at which time there was a tendency for him to drift away into outside employment because local government salaries and conditions were no longer competitive.

²⁷ RIBA make the following points about this table:—

- (i) the figures for first year students are for new entrants to first year courses and not for all first year students;
- (ii) the figures for new associates relate to calendar and not academic years;
- (iii) it is very difficult to trace a relationship between the numbers of new first year students and the numbers of new associates because of the length of experience required before final qualification.

²⁸ Based on information gained from the 1964 RIBA enquiry (see paragraph 82).

Chapter III

86. The RIBA suggested in both written and oral evidence that recruitment would be stimulated by a change in the staffing structure of the Architect's department. They explained that private architects work as partners and that a chain of command appropriate for many local authority departments was inappropriate for architects; they recommended that the establishments of local authorities' architects departments should be freed from 'anomalous comparisons' with other departments in the authority and be related instead to the value of the building programme. It was suggested that the post of deputy Architect should be removed and that there should be a second line of senior architects, commensurate with the works in hand, with a salary of 75 per cent. of that of the Architect who would be regarded, as it were, as the senior partner.

87. Our conclusions are that:

- (a) Local authorities find the recruitment of architects particularly difficult; they are in competition with other forms of employment.
- (b) There is a national shortage of architects, and it is not clear to what extent local authorities are in a less favourable position than the private sector and other parts of the public sector; it is likely that recruitment by local authorities is strongly influenced by economic conditions affecting private building.
- (c) A significant proportion of posts were filled by under-qualified officers, but no estimate can be made of the extent to which such posts can be filled by officers in the technician category without loss of efficiency in the departments.
- (d) The national shortage of architects is caused to a great extent by the shortage of training places.
- (e) Statistics suggest that a significant proportion of local authority architects leave local government.
- (f) Local authorities say that they have difficulty in recruiting architectural trainees; most trainees are however likely to come from the architectural schools and not as school leavers.

Planners

88. In 1948 the Minister of Town and Country Planning and the Secretary of State for Scotland appointed a Committee 'to take account of the present and prospective scope of Town and Country Planning and to consider and report what qualifications are necessary or desirable for persons engaged in it . . .' The Committee, under the chairmanship of Sir George Schubert, reported in September 1950³⁸ and the main conclusions relevant to our enquiry were:

- (i) The Chief Planning Officer must be able to organise the use of specialists of many kinds and to see how a number of aims and activities can be fitted together in a harmonious whole. These abilities demand a creative and imaginative faculty of mind, a power of synthesis and a broad human understanding.⁴⁰

³⁸ Report of the Committee on the Qualifications of Planners (Cmd. 8059; 1950).

⁴⁰ *Ibid.*: paragraphs 166 and 167.

- (ii) A university education is of value in developing the abilities a planner needs. The subject studied should preferably be one which has a special affinity to planning or a special value in developing powers of thought and understanding of the humanities. The Chief Planning Officer need not possess a technical qualification in architecture, engineering or surveying, although a technical training in one of these subjects should be capable of giving the sound basic educational discipline which is required provided that it is handled in an educative way, preferably at a university.⁴²
- (iii) Specialist education in planning should normally be provided by post-graduate courses in which different systems and curricula should be tried and the results subjected to critical and objective surveys.⁴³

At the time the Schuster Committee reported, five year degree courses in planning had recently been inaugurated at Durham and Manchester Universities. The Committee felt it was too early to give a decisive answer about the value of these courses. They regarded them as valuable experiments but nevertheless considered that the 'right preparation is a degree course in one of the established subjects, followed by a post-graduate course in planning.'⁴⁴

89. In written evidence the Town Planning Institute stated that a survey they made in 1962 showed that, out of a total of 3,542 staff engaged in planning work in local authorities, only half had a professional qualification of any kind and only one-third had a qualification in planning i.e. membership of the Institute and/or a degree or diploma in town planning. Our enquiry showed that 8.3 per cent. of posts for planners in the sample had been vacant for six months or more and that 17.8 per cent. of the posts were filled by persons with less than the desirable qualifications.⁴⁵ The shortage of planners was much more marked in county boroughs than in counties.⁴⁶ 20 per cent. of authorities reported 'extreme' difficulty in recruiting trainees for planning and 67 per cent. of authorities reported 'some' or 'extreme' difficulty.⁴⁷

90. The number of members and of associate members of the Institute rose from 1,981 in 1951 to 3,287 in 1964. The Institute estimated that about half of these members and associates (1647) were in central and local government in Great Britain. Of the remainder, 605 were overseas, 530 in private practice and 505 in miscellaneous employment including development corporations, nationalised industries and teaching. In their written evidence the Institute stated that it had been estimated that a further 3,000-4,000 qualified planners would be needed to meet requirements over the immediate years ahead.

91. Six universities offer courses in planning and there are also five recognised schools in colleges of further education. The course for a first degree in planning now takes four years. The recommendations of the Schuster Committee have been followed in that the planning schools accept graduates in other subjects (such as architecture, engineering, geography, economics, sociology and estate management) for a two-year full-time (or three-year part-time) post-graduate

⁴² *Ibid.* paragraphs 191-196.

⁴³ *Ibid.* paragraphs 197-199.

⁴⁴ *Ibid.* paragraphs 166-167 and 196-198.

⁴⁵ Document 2 in Appendix C (Table 1).

⁴⁶ *Ibid.* Table 2.

⁴⁷ Table 3/2 above and Document 2 in Appendix C (Table 4).

Chapter III

course. There is, however, difficulty in attracting a balanced intake to these courses; as Mr. Anthony Goss pointed out in a report entitled 'The Architect and Town Planning', the number of geographers (79) entering these courses in the period 1961-1963 exceeded the number of architects, engineers and surveyors put together (74, made up of 68 architects, 3 engineers and 3 surveyors).⁴⁷ The Institute state that 80 per cent. of entrants to Associate membership come through the planning schools and the remaining 20 per cent take the Institute's Intermediate and Final examination externally after following part-time studies.

92. The present annual output from the planning schools is 268 compared with 150 a year in the period 1958-1962; the schools aim to increase the output to 350-400 a year within five years. Representatives of the Institute told us that planning schools are having to turn away applicants with the necessary educational qualifications for lack of training places and they estimated that overall only one applicant in three is accepted. Two committees of the University Grants Committee and Department of Education and Science are now considering the organisation of courses, the first dealing with university courses and the second with courses at other institutions.

93. Planners seek principal officer status and in oral evidence our attention was drawn to the tendency for counties to be more willing to offer this status than county boroughs. This may be one reason for the better staffing situation in counties than in county boroughs revealed by our enquiry. The Institute suggested that for a planner to have to serve under a principal officer who was not himself a qualified planner and to be denied the right of access to committees might be a deterrent to recruitment. The approach of the Institute towards the structure of planning departments was similar to that of the architects. They recommend a grouping of partners with a senior partner as principal officer rather than the conventional chain of command of principal officer, deputy and third and fourth tier posts.

94. Our conclusions are that:—

- (a) The difficulties in recruiting planners are not the result of the competing demands of outside employment but rather the rapid expansion of planning work and of the demand for planners which has outstripped the resources of the planning schools.
- (b) There is the added difficulty of attracting into post-graduate courses in planning a sufficient number of professionally qualified men, especially architects, in addition to those with less specialised qualifications such as degrees in geography or economics.
- (c) Generally local authorities will recruit either fully qualified planners, or graduate trainees; planning is unlikely to be a profession to which many school leaver entrants will seek admission.

Surveyors

95. We here refer to surveyors, not in the sense of the statutory appointments under the 1933 Act, but as members of a profession which is concerned with:

⁴⁷ 'The Architect and Town Planning': RIBA (1965): Table 14 and page 53.

valuation, housing management, town and country planning and building surveying;
agriculture and land agency;
quantity surveying;
land surveying.

96. The Royal Institution of Chartered Surveyors (RICS) estimated that, at the end of 1965, there were approximately 3,100 surveyors in local government in the United Kingdom on the basis of membership of the three main professional bodies in this field.⁴⁸ The total membership of the three bodies in the United Kingdom was estimated to be 26,000. Local government therefore employs only a small proportion of the whole. We received joint written and oral evidence from the RICS, the Chartered Land Agents' Society and the Chartered Auctioneers' and Estate Agents' Institute.

97. In our enquiry we sought information on three branches of the profession: quantity surveyors, valuers and land agents. In August 1964, 208 (14.3 per cent.) posts for quantity surveyors in the sample had been vacant for six months or more and 16.3 per cent. of the posts were filled by persons with less than the desirable qualifications. The corresponding percentages for valuers were 6.0 per cent. and 8.7 per cent. respectively.⁴⁹ We also found that 57 per cent. of authorities had 'some' or 'extreme' difficulty in recruiting trainees for quantity surveying; 50 per cent. found the same difficulty in recruiting trainee valuers.⁵⁰ The number of land agents employed by authorities replying to our questionnaire was too small to permit reliable conclusions to be drawn.

98. We were unable to obtain figures to show to what extent there was a national shortage of surveyors. The RICS told us that 4,300 people qualified for full membership of the three professional bodies in the five years ending December 1965 and estimated that 5,000 would qualify in the five years ending December 1970. As an example of local government's difficulties, the RICS and the other bodies concerned told us in oral evidence that the Greater London Council had 100 unfilled valuer posts out of an establishment of 330 and that a similar situation existed in other parts of the country; central government was also short and the setting up of the Land Commission created a further demand. They stated that in these circumstances local authorities would have to ensure that their qualified staff were properly used by the provision of adequate support by draughtsmen, clerks of works and chief clerks. However, it was pointed out that much valuation and estate management work involved negotiation between professionals; there had been cases of too much work being given to staff without full professional qualifications.

99. To sit for the RICS First examination, or the Intermediate examination of the quantity surveying section, it is necessary to be enrolled as a student member. The minimum education qualification for enrolment from 1 October, 1966 has been:

⁴⁸ It was estimated that the RICS had 2,496 members working in local government, the Chartered Land Agents' Society 85 and the Chartered Auctioneers' and Estate Agents' Institution 746. Some officers are members of more than one body.

⁴⁹ Document 2 in Appendix C (Table 1).

⁵⁰ Document 2 in Appendix C (Table 4).

Chapter III

- either (a) 4 GCE subjects (at least 3 at 'A' level) including English Language or Literature, and either a mathematical or science subject;
- or (b) 5 subjects (at least 2 at 'A' level) including English Language or Literature and Mathematics.⁶¹

The Institution hoped that this would improve the standard of candidates; only 14 per cent. of candidates passed the Intermediate examination under the old regulations (which permitted enrolment of a person with 5 'O' level passes obtained at one sitting).

100. In addition to the academic training which has to be undergone before a candidate can qualify for membership of the RICS he has to satisfy the Institution⁶² as to the suitability of the practical training he is undertaking having regard to the section in which he hopes to qualify. It takes an average student 5 years to pass the First, Intermediate and Final examinations of the RICS. Nobody can become an associate member of the Institution, eligibility for which is conferred by passing the examinations and being employed in professional work, until his 21st birthday.⁶³ Great stress is laid on the practical training and many students pursue their academic training by means of correspondence courses or in some cases attendance at day release courses. Entrants with certain degrees or diplomas in an appropriate subject, such as estate management obtained after a three year full-time course, are exempt from passing the examinations but have to have had proper practical training and to have been engaged in a branch of the profession related to their degree or diploma course for two years before becoming eligible for Associate membership. Holders of external degrees must have had 4 years' approved practical training.⁶⁴ There are 11 colleges of further education providing full-time courses carrying students right through the professional examinations and many others taking students as far as the First and Intermediate examination level.⁶⁵ The long term intention of the RICS is that surveying should become a graduate profession. The Institution have been pursuing their aim by discussing with universities and colleges the possibility of the provision of additional full-time courses for surveyors.⁶⁶

101. Both in a special memorandum⁶⁷ dealing with the quantity surveyor and in oral evidence, the RICS made a plea for principal officer status for this officer. In support of this plea comparisons were drawn between independent professional status outside local government and the loss of that status on entering local government. It was claimed that putting the chief quantity surveyor and his staff in, for example, the Engineer's or the Architect's department deprived committees of direct professional advice in the specialist field of the cost of building and other quantity surveying matters. It was stated that the same functional rules underlay the activities of each section of the surveying profession and there was an inconsistency between the status of the chief quantity surveyor and that of the senior men in other branches of surveying who were established

⁶¹ RICS booklet: 'Candidates' Guide to the Professional Examinations'.

⁶² *Ibid.*: page 17.

⁶³ *Ibid.*: pages 7 and 8.

⁶⁴ *Ibid.*: Appendix C, pages 40-43.

⁶⁵ *Ibid.*: Appendix A, pages 33-36.

⁶⁶ RICS Annual Report (1964-65).

⁶⁷ This memorandum was submitted by the RICS alone.

principal officers. The profession of surveyor is itself a composite one but the quantity surveying section is the largest single section within the RICS.

102. Our conclusions are that:

- (a) There is a national shortage of surveyors; local authorities find particular difficulty in recruiting quantity surveyors and, to a lesser degree, valuers.
- (b) Local authorities are competing with other forms of employment for quantity surveyors and valuers, but the extent to which local authorities are in a less favourable position than the private sector and other parts of the public sector is not clear.
- (c) There is no evidence that the national shortage is caused by a lack of full-time training places; in so far as training is by part-time education and correspondence course, the profession is unlikely to be attractive to the able school leaver.

Medical Officers

103. The British Medical Association (BMA) estimated for us that there were 63,894 active medical practitioners in the United Kingdom in June 1965. No breakdown of the figure is available for England and Wales. Table 3/13 shows the breakdown into the various branches of the profession:

TABLE 3/13⁵⁴
Employment of medical practitioners
(June 1965)

General medical practice ...	24,629
Hospital service ...	23,064
Local authority service ...	2,365
Government service ...	638
H.M. Forces ...	1,627
Industrial Medical Officers ...	660
Universities, teachers and research workers ...	2,308
Miscellaneous. ⁵⁵ ...	8,603
	<hr/> 63,894 <hr/>

Medical officers employed by local authorities amount to 3.7 per cent. of the whole.

104. Our enquiry showed that of an establishment of 1,891 medical officers in the sample, 86 (4.5 per cent.) of the posts had been vacant for six months or more.⁵⁶ An earlier survey by the Management Side of Medical Committee 'C'

⁵⁴ These figures were given to us by the British Medical Association. The Association emphasises that they are estimates.

⁵⁵ This category includes, amongst others, practitioners undertaking post-graduate study, consultants working outside the National Health Service and ships' surgeons.

⁵⁶ Document 2 in Appendix C (Table 1).

Chapter III

(the Whitley Council responsible for negotiating the conditions of service for medical practitioners employed in local government) showed vacancies at 31 December 1962 (in whole-time terms) as 126 (5.5 per cent.) out of an establishment of 2,290 posts and that 250 (10.0 per cent.) practitioners had retired or resigned in the previous 12 months.⁴¹ The BMA estimated for us that the output of British practitioners for the years 1966-1970 (on the assumption that there would be a loss of 10 per cent. during training) would be as follows:

TABLE 3/14
Output of British medical practitioners

1966	1,707
1967	1,832
1968	1,944
1969	2,031
1970	2,052

105. We asked the BMA if they could estimate how many newly qualified medical practitioners would be needed by local authorities in England and Wales for the next five years. They considered that a reasonable estimate would be that about 360 would be needed by local authorities each year.

106. Although medical practitioners in the public health service amount to 3.7 per cent. of all those in active practice, the estimate of 360 recruits a year for local authorities in England and Wales is about 20 per cent. of the total estimated annual output of British practitioners from medical schools in Great Britain.⁴² In written evidence the BMA stated that during the last fifteen years numbers in general practice and in the hospital service had increased very considerably, whilst recruitment to the public health service had remained stationary or had fallen.

107. Following the completion of his pre-registration year of work, the medical graduate has the choice of a variety of careers; the four careers attracting the largest numbers are general medical practice, the hospital service, local authorities and the universities. In oral evidence the BMA representatives pointed out that the aim of most doctors who were prepared to study for additional qualifications was to go into hospital work and achieve a consultant's post. They added that only about 3 per cent. of all medical officers in the public health service commanded salaries at consultant level. Table 3/15 shows the level of salaries paid to consultants compared with salaries paid to medical officers in the public health service. It should also be borne in mind that the average remuneration of general practitioners was estimated by the BMA to be £3,075 p.a. before the latest review.

⁴¹ Quoted in a memorandum of evidence by the CCA to the Royal Commission on Medical Education and reproduced in a supplement to the County Councils' Gazette (May, 1966).

⁴² In addition about 200 students from overseas graduate from medical schools in Great Britain each year; it is not possible to say how many of them are available for employment in this country.

TABLE 3.15

Comparison of the salaries of hospital consultants and public health medical officers

Population	Up to 75,000	75,001- 100,000	100,001- 200,000	200,001- 400,000	400,001- 600,000	600,001 plus
Medical Officers of Health	£2,500- £2,850	£2,850- £3,290	£3,070- £3,770	£3,480 £4,220	£3,870 £4,570	at discretion
Senior Medical ⁴⁰ Officers and Divisional Medical Officers ⁴¹	£2,090-	£2,855	(over nine years)			
Medical Officers in Departments (Assistant Medical Officers)	£1,515-	£2,130	(over eight years)			
Consultants ⁴²	£2,910-	£4,445	(over ten years)			

Note: Medical officers in local authorities are not eligible for merit awards whereas consultants are considered for special distinction awards.⁴³

108. A medical practitioner has to do one year's hospital work before he is fully registered and the Diploma in Public Health (DPH) cannot be taken until two years after full registration. The BMA in oral evidence expressed concern about the arrangements for undergraduate teaching and experience in social medicine and drew attention to the need in medical education for medical graduates to have an understanding and knowledge of community health and welfare services. We were told that medical work with local authorities is the least attractive of the various forms of career open to the medical graduate. It is not made any more attractive by the fact that the DPH has often to be taken at the graduate's own expense.

109. Whether the BMA's estimate that an intake of 360 medical officers a year is correct or not, it is our view that even a substantially smaller number could not be recruited. The legislation which governs the provision of health services requiring the employment of medical officers established patterns suited to the particular times. But the evolution of the National Health Service, and particularly the changes now coming about by reason of the increasing growth of specialisms in the hospital services, associated with the alterations in the pattern of general medical practice, make changes necessary in the present system of employing medical practitioners in local authority service.

110. Whilst our witnesses were unanimous that reform was needed, there was by no means unanimity on what changes should be made. It appears to us that there needs to be a clear understanding of the functions of medical officers of health, with particular emphasis on their managerial responsibilities in health

⁴⁰ Whitley Council for the Health Services (Great Britain): Handbook on the Remuneration and Conditions of Service of Public Health Medical Officers.

⁴¹ Divisional Medical Officers receive an additional sum according to the population of the Division.

⁴² National Health Service: Terms and Conditions of Service of Hospital Medical and Dental Staff, England and Wales. A new scale has been negotiated to operate from 1 October, 1966 but because of the 'freeze' no increase will be paid until 1 January, 1967. The new scale is £3,200-£4,885 (over nine years) with special distinction awards ranging from £925 to £4,885 per annum.

departments, which may employ hundreds of staff, in contrast to the clinical responsibilities of medical officers employed whole time in the local government service.

111. The needs of local health authorities in recruiting medical staff for clinical duties in the field of preventive medicine, as well as in the local health and the school health services, are such that many medical practitioners who will be recruited will not be able to find employment involving wide managerial responsibilities. At the same time there are large numbers of practitioners whose interests in clinical medicine are such that they will not wish to seek employment which in general only offers the most senior and best paid posts to practitioners whose whole, or main, responsibility is administration. Evidence was offered to us that, at a time when the organisation of general medical care outside hospitals is in a state of rapid change, the senior administrative medical officers of local health authorities should be able to take a more direct part in an effective organisation of the domiciliary services to ensure an effective community service.

112. It was suggested to us that county councils should provide the medical services required by district councils so that recruitment to the medical services of county councils could provide a career comparable to that of the services of county borough councils. Apart from needing legislation, this proposal would not basically change the range and extent of duties of the local authority medical staff.

113. Our conclusions may be summarised as follows:

- (a) There is a national shortage of medical practitioners.
- (b) Local authority service is in competition with the two other branches of the National Health Service for medical practitioners.
- (c) The medical practitioner in local authority service who is a clinician is at a disadvantage compared with his colleagues in the two other branches of the National Health Service in terms of salary and prospects.

Public Health Inspectors

The profession of public health inspector is virtually confined to local government; every local authority, except a county council, must appoint a public health inspector. Our enquiry showed that 11.4 per cent. of the establishments in the sample for qualified or partly-qualified public health inspectors were vacant for 6 months or more in August 1964;⁶⁶ the position was more so in county and county borough councils, (where vacancies were 13 per cent.) than in other types of authority.⁶⁷ 24 per cent. of the authorities experienced 'extreme' difficulty in recruiting trainees for public health inspection⁶⁸ and 56 per cent. 'some' or 'extreme' difficulty.⁶⁹

115. Earlier in 1964 the local authority Associations, at the request of the Public Health Inspectors Education Board, had collected information from their members about establishments, recruitment and training of inspectors and future needs. It showed that 11.9 per cent. of established posts were vacant and therefore accords with our own enquiry. On the basis of the local authority Associa-

⁶⁶ Document 2 in Appendix C (Table 1).

⁶⁷ Document 2 in Appendix C (Table 2).

⁶⁸ Table 3/2 above.

⁶⁹ Document 2 in Appendix C (Table 4).

tions' enquiry, the Association of Public Health Inspectors and the Guild of Public Health Inspectors considered that there was a shortage of about 1,100 inspectors.

116. The Association and the Guild emphasised in their evidence the widening range of the public health inspector's duties (food hygiene, meat inspection, the campaign against air pollution, the health and welfare of office and shop workers, and the control of caravan sites) and suggested that an annual intake of more than 200 newly qualified inspectors was necessary. They acknowledged that there was a need for a proper assessment to be made of this figure and for a more comprehensive survey to be carried out to establish, amongst other things, the age structure of the profession.

117. Training and examination arrangements for student public health inspectors are the responsibility of the Public Health Inspectors Education Board which is recognized by the Ministry of Health and has on it representatives of the Association of Public Health Inspectors, local authority Associations and certain other bodies. A recruit to public health inspection must have at least four 'O' level passes. The course of study for the Public Health Inspectors Education Board's Diploma normally takes four years. Study is part-time at technical colleges and concurrent with suitable practical training under the supervision of a qualified inspector. The Board's Diploma has replaced their Certificate, the last examinations for which took place in 1965. The Diploma is now the recognised qualification for public health inspection as laid down in regulations¹⁸ issued by the Ministry of Health. The others are a certificate of the Royal Sanitary Association of Scotland and certificates issued by forerunners of the Board thus enabling people who qualified earlier to continue practising. The Diploma requires more intensive training and the inclusion of meat and food inspection in the syllabus has rendered unnecessary an extra year's study (making five in all) for the Royal Society of Health's Diploma in these subjects.

118. The number of people who have been awarded the Certificate and the Diploma has fluctuated considerably in recent years as Table 3/16 shows:

TABLE 3/16
Public health inspectors—supply

Year	Number awarded certificate/diploma
1950	267
1951	153
1952	150
1953	52
1954	84
1955	82
1956	117
1957	127
1958	198
1959	214
1960	198
1961	202
1962	217
1963	112
1964	171
1965	179

¹⁸ Regulation 18 of the Public Health Officers Regulations, 1959.

119. There have been discussions about the possibility of providing further courses although not all places on existing courses are filled. A new course at Portsmouth has recently been approved by the Board. In addition to the part-time courses, some colleges run three-year sandwich courses with roughly six months spent alternately in college and in the local authority gaining practical experience. A four-year degree course is provided at the University of Aston in Birmingham. Those local authorities accepting responsibility for training must, therefore, either sponsor student public health inspectors whom they have appointed to their own staff or provide facilities for practical training to students not in their employment.

120. It is clear that not enough trainees have been coming forward to take up the career of public health inspector. There has been some improvement in the last two years, with an annual intake of about 330 students. This should ensure an output of 250 qualified inspectors in two years' time. The Annual Report of the Ministry of Health for 1965⁷¹ showed that there were altogether 982 students under training in 1965 compared with 745 in 1963 and 881 in 1964. In their written evidence NJC (Employers') alleged that some authorities had done less than they could in the way of training student public health inspectors. A limit is set by the Public Health Inspectors Education Board to the number of trainees an authority may have on the basis of its establishment of fully qualified inspectors. The NJC (Employers') stated in their written evidence that some authorities had not trained the number they were permitted and had relied on being able to appoint staff who had completed their training elsewhere. Table 3/17 summarises what is permitted.⁷²

TABLE 3/17
Training of Public Health Inspectors

Number of qualified inspectors						Number of students permitted
2 or 3	...	...	...	...	...	1
4 or 5	...	...	...	...	...	2
6 to 13	...	...	...	...	...	3
14 to 17	...	...	...	...	...	4
18 to 20	...	...	...	...	...	5

Authorities with only one or with more than 20 inspectors are dealt with in the light of individual circumstances.

121. In 1960 the grade of meat inspector was introduced to provide an officer dealing with one part only of the wide responsibilities of the public health inspector. The use of this type of help was described by the Association and Guild in their written evidence and the experience so far gained suggests that it would be worthwhile considering whether technical assistants could be trained for other parts of the public health inspector's work.

⁷¹ Cmd. 3039 (1966): page 59.

⁷² 'The Training of Student Public Health Inspectors', published by the Association of Public Health Inspectors: page 5.

122. The Association and Guild also pressed in their evidence for principal officer status for the public health inspector. Under the Public Health Officer Regulations 1959,⁷³ the public health inspector is required to work under the general direction of the Medical Officer of Health. In their evidence the Association and Guild disputed the relevance of medical training to the work of the public health inspector and drew a distinction between the personal health services, which were properly the province of the medical practitioner, and the environmental health services which need not be.

123. The Association and Guild also drew attention to the smallness of the differential between the basic salaries of the inspector posts and those of the more senior positions and claimed that this was a deterrent to recruitment. Posts for fully qualified inspectors command salaries under the Revision up to a maximum of AP IV (£1,665) but few of the 859 chief public health inspector posts are likely to be graded higher than the senior officers' grade (which has a maximum of £2,265).

124. Our conclusions can be summarised as follows:

- (a) The number of vacant posts for public health inspectors is significant, and there has been a marked difficulty in recruiting trainees.
- (b) It is a profession which is peculiar to local government; it is one which has a restricted appeal and prospects in it are limited.

Nurses and Health Visitors

125. A local health authority has the duty of recruiting nurses to attend on people in their own homes. The great majority of these nurses will be recruited from those whose names are on the general part of the register maintained by the General Nursing Council, usually called state registered nurses, but use is also made of nurses enrolled by the Council. Many of the larger group also do short courses in district nursing. Student health visitors must also be nurses whose names are on the general part of the register.

126. In September 1965 there were in England and Wales 57,066 whole-time and 21,732 part-time (equivalent to 12,936 whole-time) 'registered' nurses employed in hospitals.⁷⁴ According to the latest revision of local authorities' plans⁷⁵ an equivalent of 8,359 whole-time nurses and 5,846 whole-time health visitors were expected to be employed by local authorities on 31 December 1965. The plans indicated that the need in whole-time terms for home nurses and health visitors would increase by 2,250 and 3,096 (or about 27 per cent. and 53 per cent.) respectively by the end of 1975. The numbers of home nurses and health visitors actually in post at the end of 1965 according to the Annual Report of the Ministry of Health⁷⁶ were equivalent to 8,151 and 5,527 whole-time employees, which would mean that the increases envisaged in the plans, if achieved, would represent even higher percentages.

⁷³ Regulation 25 (1).

⁷⁴ Ministry of Health Annual Report, 1965 (Cmd. 3039): Appendix V, Table 63. 'Registered' nurses are state registered nurses, nurses on the list of foreign trained nurses, nurses holding the RMPA or BTA certificate and engaged on nursing duties for which they are registered, listed or certificated. There are of course in addition large numbers of student, enrolled and pupil nurses and of other nursing staff working in hospitals.

⁷⁵ Health and Welfare: The Development of Community Care (Cmd. 3022; 1966).

⁷⁶ Op. cit.: Appendix V, Tables 46 and 47.

127. Our enquiry⁷⁷ showed that at 31 August, 1964 out of 10,084 established posts for qualified nurses in the sample, 394 (3.9 per cent.) had been vacant for six months or more and 304 (3 per cent.) were occupied by people with less than the desirable qualifications. Out of 6,335 health visitor posts, 682 (10.8 per cent.) had been vacant for six months or more and 369 (5.8 per cent.) were occupied by staff with less than the desirable qualifications. 73 per cent. of authorities experienced 'some' or 'extreme' difficulty in recruiting trainees for health visiting.⁷⁸

128. 11,905 students (11,304 women and 601 men) qualified as state registered nurses in the year 1964/65.⁷⁹ The educational attainment required for entry on the training course is at least 2 'O' level passes; it normally takes three years to qualify.

129. Responsibility for training for health visiting rests with the Council for the Training of Health Visitors.⁸⁰ In November 1966 there were in the United Kingdom 31 post registration courses and 5 courses which integrated training for state registration and health visitor training. These courses were situated in both universities and technical colleges with a few run by local health authorities and 2 by professional bodies. Shortage of places for training is apparently not at present a difficulty and the Council for the Training of Health Visitors has stated that in 1966/67 only 625 out of 680 places in England and Wales were filled. However, the Council has estimated that to meet the current shortage of health visitors and to fulfil future needs as laid down in an earlier version of the current ten year plan,⁸¹ the annual number of new health visitor students would in that period of ten years have to be increased from 640 to 1,187. This calculation took account of likely retirements during the period; a survey carried out by the Council at the end of 1963 found that 2,093 full-time and 385 part-time health visitors were aged between 50 and 60. But in order to gain 1,187 recruits a year, health visitor training would have to attract 10 per cent. of the women who qualify as state registered nurses (on the basis of the 1964/65 figure quoted in paragraph 128).

130. The Training Council is engaged on plans to provide the substantially increased number of places which will be needed. Additional accommodation and more teaching staff will be required and in a circular dated April 1965⁸² the Ministry of Health encouraged local health authorities to help:

- (i) by sponsoring greater numbers of suitable health visitors in their employment to take a course qualifying them to act as field work instructors and by providing additional facilities in their area for field work instruction;

and (ii) by sponsoring the training of suitably qualified health visitors (those with at least three years' experience) to train to take posts as tutors at training centres.

⁷⁷ Document 2 in Appendix C (Table 1).

⁷⁸ Document 2 in Appendix C (Table 4).

⁷⁹ Information from the Royal College of Nursing.

⁸⁰ The Council was set up under the Health Visiting and Social Work (Training) Act, 1962

⁸¹ Health and Welfare: The Development of Community Care (Cmd. 1973; 1963).

⁸² Ministry of Health Circular 8/65.

At the time the circular was issued the number of qualified health visitor tutors in relation to training places was regarded by the Training Council as less than satisfactory.

131. In recruiting health visitors and home nurses, local authorities have to take into account and compete with the increasing requirements for nurses in the hospital service, and there is also likely to be an increasing number of nurses attached to group practices. As has been pointed out by the Sub-Committee appointed by the Standing Nursing Advisory Committee to consider the use of ancillary help in the local authority nursing services,⁸² the expansion in the education and health services is increasing the demand on the country's resources of women able to qualify and work as teachers, social workers, physiotherapists and nurses. The Sub-Committee's enquiry included a survey of one or two authorities to discover how nurses' and health visitors' time was used. An average of 12 per cent. of the time of health visitors in three authorities studied was taken up in travelling and a study in three areas in the West Riding of Yorkshire, which is not necessarily typical, showed that 25 per cent of home nurses' time was spent in the same way.

132. There was a great deal of support in the evidence for the organisation of the nursing services of a local health authority under a principal nursing officer directly responsible to the Medical Officer of Health. The Royal College of Nursing went further by recommending that these services should be put into a separate unit—a nursing division—under a principal nursing officer with principal officer status but responsible to the Medical Officer of Health as the head of the health services as a whole. It was suggested that a nurse, or a potential health visitor, is more likely to be attracted to service with a local authority if she knows that her work will be subject to control by someone with a similar professional background and who can understand her professional problems. In the case of the health visitor it was stated that this requirement might be satisfied if there were a superintendent health visitor, in the division or section, in charge of health visiting.

133. The Royal College of Nursing claimed that in terms of salary and status nurses have fallen behind their colleagues at senior levels in other departments and the new structure recommended by the Royal College, if reflected in commensurate salary levels, might help to redress the balance and improve the attractiveness of the profession as a career for a nurse. The Council for the Training of Health Visitors believed that a nurse, thinking of her future career, should be able to see career opportunities in public health nursing as she can in the hospital service.

134. In Circular No. 8/65 the Ministry of Health pointed out to local health authorities that if they gave the help referred to in paragraph 130 they might incidentally be making health visiting a more attractive career by enabling health visitors to acquire the higher qualifications of field work instructor or health visitor tutor and thus stimulating recruitment.

135. One possible deterrent to training as a health visitor which has been brought to our notice in written evidence is the requirement of sponsoring authorities that a student shall serve with them for periods ranging from 6

⁸² The Report was circulated with Ministry of Health Circular No. 12/65.

months to 2 years after completing her training. Difficulties can arise if the student subsequently marries, or if she is already married and her husband has to move. If she wishes to continue health visiting work in another area she may find there is a liability to reimburse the sponsoring authority for training expenses; a possible amount of £286 was quoted by the Health Visitors' Association. It was suggested that, as expenditure on training health visitors is shared by all employing authorities, the requirement need not extend beyond providing that the training should be made use of for the public good.

136. Our conclusions are that:

- (a) Local authorities have to compete with the hospital service and increasingly with group practices for nurses to work as home nurses and, when qualified, as health visitors. The number of vacant posts and the difficulty in recruiting trainees applies particularly to health visitors.
- (b) Local health authorities plan a considerable expansion of their domiciliary services during the next ten years, which will necessitate an expansion of training facilities.
- (c) The problem facing local authorities is not just one of competition for the services of qualified nurses, but the national problem of the attractions of other forms of employment which limit the supply of potential nurses.

Midwives

137. The Central Midwives Board told us that the number of midwives who gave notice of intention to practise in England and Wales in the twelve months ending 31 January, 1965 was 19,465. The number of midwives in the domiciliary field on 31 December, 1964 was 7,633 (practising) and 451 (supervisory); these midwives were employed by local authorities, by voluntary organisations or by hospitals on behalf of local authorities.

138. Our enquiry showed that, of an establishment of 5,038 posts in the sample, 269 (5·3 per cent.) had been vacant for six months or more, and 4·6 per cent. had been vacated by officers leaving local government service during the previous 12 months.⁸⁴ Table 3/18, which is based on information given to us by the Central Midwives Board, attempts to show the estimated annual supply of midwives over the five years ending 31 December, 1965.

TABLE 3/18
Midwives—the supply

	All midwives	Midwives in local government
Began practice directly after qualification	1,950	750
Began practice having qualified earlier	700	150
Resumed practice	1,750	700
Abandoned practice	4,400 3,600	1,600 1,500
Net gain	800	100

⁸⁴ Document 2, Appendix C, (Table 1).

139. The Central Midwives Board estimated that the number of newly qualified midwives required in domiciliary practice would be 940 in both 1967 and 1968 and 890 in both 1969 and 1970. The demand for domiciliary midwives has been affected by the continued high birth rate and the increase in hospital deliveries with early discharge for post-natal care by domiciliary midwives; at the same time the supply of potential midwives is affected by the fall in the number of young women in the age group from which pupil midwives are recruited. The following table, supplied by the Central Midwives Board, shows the position.

TABLE 3/19
Midwives—increasing responsibilities

Year	Domiciliary midwives: whole-time equivalents at 31 December	No. of domiciliary confinements attended under the NHS during the year	No. of cases delivered in hospitals and other institutions but discharged early and attended by domiciliary midwives during the year
1959	4,819	266,584	148,494
1960	4,896	275,918	149,044
1961	5,018	277,624	128,898
1962	5,185	284,901	149,777
1963	5,303	270,831	178,698
1964	5,298	261,907	227,480
1965	5,298	236,605	263,019

140. The revision to 1975–1976 of plans for the health and welfare services of local authorities in England and Wales published in June 1966¹⁸ estimated an increase in the need for domiciliary midwives employed by local authorities, its agents, Hospital Management Committees or Boards of Governors from 5,643 at the end of 1965 to 6,604 at the end of 1975, an increase of 17 per cent. Table 3/19 shows that in fact only 5,298 midwives were in service at the end of 1965 so that the percentage increase will need to be even greater if the plans are to be fulfilled. All these numbers are whole-time equivalents.

141. The Central Midwives Board explained that 91·4 per cent. of newly qualified midwives were already general or sick children's nurses; 4·2 per cent. had some other nursing qualification and 4·4 per cent. had no nursing qualification at all but their standard of education was either GCE or failing that was at a level considered satisfactory by the training schools. In oral evidence the Board told us that it regarded those 4·4 per cent. of midwives who had no nursing qualification as very valuable members of the profession; they were mainly women who had come into the service over the age of 30, were well educated and dedicated to a career as a midwife; more recruits of this kind would be welcome. The Board, however, considered it unrealistic not to recognise that to a young woman the possession of a nursing qualification in addition to one in midwifery considerably enhanced career prospects.

¹⁸ Health and Welfare: The Development of Community Care (Cmd. 3022; 1966).

Chapter III

142. We understand that there is no shortage of pupil midwives nor of women possessing the full qualification, but only of qualified people wishing to practise. Many nurses take the midwifery qualification not because they intend to practise as midwives but because the nurse who wishes to make progress in the nursing profession is expected to hold the midwife's qualification.

143. In recruiting midwives local authorities have to compete with the hospital and general practitioner services. The Central Midwives Board made three points which, in their view, affected the attraction of local authorities' midwifery services:

- (a) It is desirable that in a local authority there should be a supervisor of midwives responsible direct to the Medical Officer of Health. (We understand that specialist supervisors are not invariably employed and that often supervision of midwives is one of the responsibilities of a Principal Nursing Officer who also supervises health visitors and nurses.)
- (b) Some authorities make excessive demands by expecting midwives to remain on duty or on call for duty for long periods.
- (c) All domiciliary midwives should have the use of a car.

144. Our conclusions are that there is at present a shortage of midwives in local government and that, at a time when there will be a fall in the number of young women in the age group from which pupil midwives are recruited, local authorities are planning a considerable increase in recruitment to the domiciliary midwifery service.

Child Care Officers

145. The Central Training Council in Child Care drew our attention to a recent survey in a series intended to be carried out annually by the Home Office which showed that 334 (12.5 per cent.) out of a total of 2,675 established posts for child care officers in local authorities' children's departments were vacant on 31 March, 1966. Table 3/20 shows the extent to which those in post were qualified.

TABLE 3/20
Child Care Officers—qualifications

Number in post	Professionally qualified	Holders of the Home Office Declaration of Recognition of Experience	Social science qualification only	No qualification
2,341	667 (28.4%)	210 (9%)	538 (23%)	926 (39.6%)

These results are supported by our own enquiry which showed that, of a total establishment of 1,776 posts in the sample, 128 (7.2 per cent.) had been vacant for six months or more, and 774 (43.6 per cent.) were filled by people possessing less than the desirable qualifications.⁸⁸

⁸⁸ Document 2 in Appendix C (Table 1). It should be remembered that the number of officers with less than the 'desirable' qualifications represents individual authorities' interpretations of the desirable qualifications for posts on their establishments.

146. The Home Office survey also indicated that forecasts of future establishments showed an increase from 2,376 posts in 1965 to 3,369 posts by 1969.⁸⁷ The White Paper on 'The Child, The Family and The Young Offender' published in August 1965 (Cmd. 2742) referred to heavy responsibilities which will be placed on children's departments as a result of the changes proposed in the White Paper. 'In all, children's departments may need something like 1,000 additional social workers (some of whom might transfer from the probation and after-care service)⁸⁸. This increase would be in addition to the increase of 1,000 referred to in the Home Office Circular.

147. The situation in respect of residential child care staff at 30 September, 1963 is shown in Table 3/21; these are the latest available figures and were supplied to the Central Training Council by the Association of Children's Officers.

TABLE 3/21
Residential Child Care Staff—Qualifications

Posts filled	Council's certificate in residential care	Related qualification in teaching, nursing, etc.	No qualification
5,035 ⁸⁹	526 (10.5%)	374 (7.5%)	4,135 (82%)

148. It will be readily apparent from Tables 3/20 and 3/21 that the problem is primarily one of lack of qualifications; but there is also an absolute shortage and this is going to be made worse by the developments referred to in paragraph 146. The Central Training Council in Child Care have emphasised the need for more and wider training facilities. It has been calculated that 650 is the maximum output of qualified officers which it is feasible to obtain from present training resources by 1969/70.

149. Table 3/22 gives the output and planned output of qualified officers for the years 1964–1969 on the basis of present university and college facilities. The average annual output for the period 1951 to 1960 was about 53.

TABLE 3/22⁹⁰
Child care officers—Output and planned output from training courses for
1964–1969

1964	...	...	...	...	...	187
1965	...	...	...	...	...	235
1966	...	...	...	...	...	270
1967	...	...	...	...	...	400
1968	...	...	...	...	...	525
1969	...	...	...	...	...	650

⁸⁷ Home Office Circular No. 127/66.

⁸⁸ Cmd. 2742 (1965): paragraph 26.

⁸⁹ This figure includes superintendents and matrons and all child care staff whether resident or non-resident, full-time or part-time including house-fathers following their own employment.

⁹⁰ Information from the Central Training Council in Child Care.

Because of the demand for extra staff created by the new developments outlined in paragraph 146, the Central Training Council in Child Care has put forward proposals for an emergency programme of courses to provide an output of at least 150 officers a year for a period of five years; the Government are examining these proposals.

150. The Association of Child Care Officers drew our attention to the excessive case loads carried by field workers, to poor working conditions and to a lack of ancillary assistance. The Association welcome the employment of married women on a part-time basis although there are some limitations on their employment if they are available only during normal working hours. They may also need refresher training.

151. Our conclusions are that:

- (a) The services provided by children's committees and departments are comparatively new and local authorities provide the main source of employment for specialist child care staff.
- (b) The work attracts many who think of it as a vocation and there is apparently no shortage of applicants for the training places now offered.
- (c) The problem is one of providing additional training places and of making the best possible use of qualified staff; the situation is made more urgent by the proposed expansion of the services referred to in paragraph 146 above.

Social Welfare Officers and Mental Welfare Officers (and Assistants)

152. The welfare services of local authorities (as distinct from their special responsibilities under the Children Act) are covered primarily by services provided under the National Assistance Act 1948. This Act imposes on local authorities the duties to provide:

- (a) accommodation for persons who because of age, infirmity or any other circumstances need care and attention, and temporary accommodation for persons who are in urgent need of it through circumstances which could not have been foreseen i.e. for the homeless or in such circumstances as the authority in any particular case may determine;
- (b) welfare services for certain physically handicapped persons—the blind, the deaf and the dumb, or others who are substantially and permanently handicapped by illness, injury and deformity and the mentally disabled. These services may include institutions to overcome disabilities, provision of work in workshops and homes, and of recreational facilities.

153. Our enquiry showed that, of an establishment of 2,224 posts for mental welfare officers and 1,712 posts for social welfare workers in the sample, 5.2 per cent. of the former and 3.1 per cent. of the latter had been vacant for more than six months and that 39.7 per cent. of posts for the former and 40.3 per cent. of posts for the latter were filled by persons with less than the desirable qualifications.⁸¹ These figures are similar to those for child care officers. The Association of County Medical Officers in their written evidence referred to the present

⁸¹ Document 2 in Appendix C (Table I).

'acute national shortage of trained social workers' and they attributed this to the shortage of training places. The Association understood that many applicants for social work training who possess all the necessary qualifications for entry were rejected because of the shortage of places.

154. The revision to 1975/6 of plans for the health and welfare services of local authorities in England and Wales published in June 1966 showed an estimated increase in the need for 'social workers other than mental health social workers' from 2,398 on 31 December, 1965 to 3,778 at the end of 1975 (i.e. of nearly 58 per cent.) and in welfare assistants other than mental health assistants from 686 to 1,011 (i.e. 47 per cent.). The corresponding increase for mental health social workers is from 1,606 to 2,625 (i.e. 63 per cent.).⁸² The Annual Report of the Ministry of Health for 1965⁸³ showed that in fact only 1571 mental health social workers were in service at the end of 1965 so that the percentage increase will need to be even greater if the plans are to be fulfilled. Statistical returns by local health authorities to the Ministry of Health showed that at the end of 1965 there were approximately 200 mental health social worker posts vacant out of an establishment of 1,800 (i.e. 11 per cent.); no such information is available at present about other social workers but we understand that it will be collected in future. These figures are whole-time equivalents of the actual number of workers and posts involved.

155. The Council for Training in Social Work was set up under the Health Visiting and Social Work (Training) Act, 1962. At that time 4 two-year courses were in existence in colleges of further education. At the end of 1966 there were 18 two-year courses in England and Wales and also 5 one-year courses at colleges of further education. The annual output from the courses for 1963-1965 and estimates of the output for 1966 and 1967 are given in Table 3/23. The figures refer to the United Kingdom as a whole.⁸⁴

TABLE 3/23
Social welfare officers—supply

Year of output	Two-year courses	One-year course	Total
1963	56	18	74
1964	87	18	105
1965	124	25	149
1966	160*	48*	208*
1967	253*	65*	318*

* Estimates.

156. The Association of County Medical Officers drew our attention to the fact that many departments of a local authority make use of social workers. They include children's departments, welfare, public health, education and housing. This diffusion of services, in the opinion of the Standing Conference of Organisations of Social Workers, makes it difficult to establish a unified career structure. We have no evidence to show that this factor prejudices recruitment. The provision of a comprehensive family service is under discussion in the Seebohm Committee on local authority and allied personal social services.

⁸² Health and Welfare: The Development of Community Care. (Cmd. 3022; 1966).

⁸³ Op. cit.: Appendix IV, Table 49, Part 4.

⁸⁴ Information from the Council for Training in Social Work.

Chapter III

157. As in the case of the child care officers, the difficulties which local authorities find in filling vacancies for social welfare officers and mental welfare officers arise mainly from a lack of training facilities rather than a shortage of people coming forward for this sort of work.

Education Officers

158. The Education Act, 1944 requires a local education authority to appoint: '... a fit person to be the chief education officer of the authority, but a local education authority shall not make such an appointment except after consultation with the Minister, and for the purpose of such consultation an authority proposing to make such an appointment shall send to the Minister particulars showing the name, previous experience, and qualifications, of the persons from whom they propose to make a selection. If the Minister is of opinion that any person whose name is so submitted to him is not a fit person to be chief education officer of the authority, he may give directions prohibiting his appointment'.⁶⁶

159. There is, however, no statutory definition of the qualifications which a Chief Education Officer must possess. In practice local education authorities rarely appoint a Chief Education Officer who is not a graduate with both teaching and administrative experience. The Association of Chief Education Officers requires all three elements for membership and the Association of Education Officers any two out of three. The extent to which all three qualifications are demanded for appointments below principal officer varies from authority to authority, but most posts at deputy and third-tier level are occupied by graduates with teaching experience. In oral evidence the Associations⁶⁶ expressed the view that an administrator should have had at least three years' teaching experience. Graduates with teaching experience who aspire to senior posts therefore enter administration from about the age of 25 onwards; the level of their first appointment varies according to the size and practice of individual authorities. Many graduates with teaching experience are appointed as Assistant Education Officers or as administrative assistants.

160. Our enquiry asked authorities to show for each profession the number of posts occupied by officers possessing less than the 'desirable' qualifications. It appeared that 4.4 per cent. of the posts for education officers in the sample were filled in this way on 31 August, 1964.⁶⁷ In addition 27 posts (2.2 per cent.) out of an establishment of 1,240 in the sample had been vacant for six months or more. The Associations stated in their written evidence that they believed that the quality of candidates for administrative posts was declining.

161. A survey was carried out in July 1965 by the Department of Educational Administration of the University of London Institute of Education in collaboration with the University of London Appointments Board covering 1,096

⁶⁶ Education Act, 1944: Section 88.

⁶⁷ The Association of Chief Education Officers and the Association of Education Officers submitted both written and oral evidence jointly. We therefore refer to them as 'the Associations' in this section of the Report.

⁶⁸ Document 2 in Appendix C (Table I).

graduates employed by local education authorities; it excluded principal officers and one or two special categories but included graduates engaged on clerical and secretarial duties. The survey showed that a slightly smaller proportion (68.2 per cent.) of those replying (927) who had entered educational administration in the 1960's had first or second class honours degrees than of those who had entered in either the 1940's (73.6 per cent.) or the 1950's (74.2 per cent.).¹⁶² This is not an entirely accurate reflection of the recruitment position as the survey dealt only with those who had remained in local government. 64 out of the 927 who replied to the Department's enquiry had obtained a degree after entering educational administration and 128 had done so after starting work or entering some other form of training.¹⁶³ 29 per cent. of those replying had taught full-time for nine years or more; just over a third for from five to nine years and one-third for four years or less, or only part-time. 17 per cent. had had no teaching experience at all.¹⁶⁴

162. The Associations stated that it was difficult to recruit graduates with teaching experience into educational administration because salaries in the teaching profession were more attractive. Salaries are outside our terms of reference and in any case it is difficult to equate levels of responsibility in teaching with levels of responsibility in administration. Salaries of Chief Education Officers and their deputies, in common with those of Clerks and certain designated officers, are related to the size of the authorities; the salaries of headmasters are related to the size of their schools. It is therefore possible for the headmaster of a large secondary school situated in the area of a small education authority to be paid a higher salary than that of the authority's deputy Education Officer. This fact gives rise to problems discussed in Chapter IV¹⁶⁵ which become serious as the small authority can only offer salaries for advisory staff which are less than those enjoyed by experienced teachers in the schools. To place an authority in such a position that it is very unlikely to recruit experienced advisory staff, and certainly not as experienced as it would if it were a large authority, would seem to be quite wrong, because the schools, wherever they happen to be situated, should be entitled to the same kind of assistance from their local education authorities.

163. We received evidence to the effect that service in an education department was unattractive to the junior entrant because, without a degree or teaching experience, he could not reach the highest posts in the department. On the other hand we heard it argued that the work of an education department was attractive to the junior entrant in cases where the authority encouraged able juniors and released them to study for external degrees. This does not always happen. The figures from the Department's survey quoted above show that, whether or not they had received encouragement, a number of officers had succeeded in gaining a degree after joining the staff of an education authority. Moreover, we know that some authorities have released officers to enable them to gain teaching experience.

¹⁶² Report by Miss M. N. Rendel of a Survey of Graduates employed in Administration in Local Education Authorities: paragraphs 6-10.

¹⁶³ *Ibid.*: paragraph 34.

¹⁶⁴ *Ibid.*: paragraphs 26-29.

¹⁶⁵ Chapter IV: paragraphs 216 and 217.

164. Our conclusions are that:

- (a) Teaching in schools, colleges and universities may well provide a more attractive career financially than education administration in those small education authorities where salaries are related to the size of the authorities and to the salary of the Clerk.
- (h) There is scope for the greater use of lay administrative officers in education departments.

Librarians

165. The Library Association in their written evidence stated that in September 1965 there were 15,748 established posts for librarians of which 5,549 were for qualified staff. Of the 10,199 posts for unqualified staff only 431 (4.2 per cent.) were vacant at that time. Of the 5,549 posts for qualified staff 639 (12 per cent.) were vacant and 1,666 (30 per cent.) were filled by unqualified or partly qualified staff. Our enquiry in 1964 showed that 168 (6.1 per cent.) of the 2,775 posts in the sample had been vacant for six months or more and 17.4 per cent. of the posts were filled by persons with less than the desirable qualifications.¹⁰⁰ 23 per cent. of authorities recorded that they experienced 'extreme' difficulty in recruiting trainees, and 78 per cent. reported that they experienced 'some' or 'extreme' difficulty.¹⁰¹ The Association said that the deficiency had been growing for a number of years.

166. The Association also drew attention to a Report on the public library service in England and Wales¹⁰² which recommended that there should be one non-manual staff member for every 2,500 population served which, on the basis of a total population of just over 47 million, would increase the number of established posts to about 18,900. The Report made recommendations about the number of qualified staff to be employed; for libraries serving up to 100,000 population and for counties, 40 per cent. of the staff should be qualified librarians; in urban areas of concentrated population the percentage should be 33 per cent.; and in the largest cities the percentage might be lower but not less than 25 per cent. The effect of this, said the Association, was to increase the total qualified staff establishments from 5,549 to about 6,700. However, the Association told us in their written evidence that they had suggested to the Department of Education and Science that the ratio of total staff to population should be one full-time non-manual staff per 2,000 population and that the ratio of qualified staff should be not less than 40 per cent. The effect of these representations would be to increase the total demand for staff to 23,512 and for qualified staff to 9,405 (compared with 5,549 in September 1965).

167. The Association maintained in their written evidence that the present acute shortage of qualified staff was peculiar to local government and that during the decade 1954-1964 there had been a loss of staff to other employers notably the universities, colleges and schools, industry and commerce, the professional and technical institutions, and the Civil Service and other public bodies. Our enquiry¹⁰³ showed that the loss of staff from local government (other than on

¹⁰⁰ Document 2 in Appendix C (Table 1).

¹⁰¹ Table 3/2 above and Document 2 in Appendix C (Table 4).

¹⁰² Report of the Working Party on Standards of Public Library Service in England and Wales (1962).

¹⁰³ Document 2 in Appendix C (Table 1).

retirement) in the year ending 31 August, 1964 was 6.0 per cent. of the total number of posts in the authorities in the sample. The Association in a survey of 352 public libraries showed that over the two years 1959 and 1960 there was a loss of 299 qualified junior staff from local government. We understand that the Civil Service is also experiencing considerable difficulty in recruiting qualified librarians and some universities have found it necessary to appoint unqualified graduates and arrange for them to take either a post-graduate diploma in librarianship or the Association's qualification after appointment.

168. There are fourteen full-time schools of librarianship in the United Kingdom. Four of these are at universities which award their own diplomas in librarianship; these diplomas give exemption from the examinations of the Association. The remaining schools are at further education colleges and they prepare students for the examinations of the Association. In oral evidence the Association told us that the number of new chartered librarians in the period 1953-1963 averaged 320-350 a year; in 1964 it was 521; in 1965 it was 349 (a fall because of the introduction of the two years' course); in 1966 it is estimated to rise to 600. The Association saw no reason to believe that any significant number of suitable applicants were rejected because of a lack of training places. The Association told us that the local government library service recruited about 70 per cent. of the output of qualified librarians; 15 per cent. went to university and college libraries and to the Civil Service and 15 per cent. to industrial and other libraries. Towards the end of 1963 the normal entrance qualification for training was raised to passes in at least five GCE subjects of which two must be at 'A' level. The Association told us that the raising of the entrance standards had increased the attraction of a career in librarianship especially to sixth form school leavers.

169. The Association stated the view in oral evidence that, although local government initial salaries were competitive, the prospects were limited compared with careers in the Civil Service and the universities. Under the Scheme, posts for chartered librarians qualified under the old regulations of the Library Association were graded at APT I or II (£735-£960; £920-£1,125) and posts for those qualified under the Association's new regulations at APT III (£1,090-£1,340). Authorities have discretion to fill posts graded APT III with librarians qualified under the old regulations provided they have five years' experience, and the grading of posts carrying duties of a more responsible character is similarly a matter for local discretion. A census of the grading of professional posts in public libraries in England and Wales carried out by the Library Association in September 1965 showed that 1,905 posts were graded APT I and II; 1,833 were graded APT III; 1,811 were graded APT IV and above, and that 1,090 of the posts in APT I and II and 450 of those in APT III were filled with unqualified or part-qualified staff. Trainee librarians are included in Trainee Group B of the Revision;¹⁸⁶ the trainee scale for them has a maximum of £1,060. The new scale for librarians required 'to undertake the full range of professional duties normally expected of a qualified librarian' runs from £820-£1,435; the minimum salary for a chartered librarian is £1,060. Progress beyond £1,220 depends on the level of responsibility undertaken and on the officer being a chartered librarian.

¹⁸⁶ See Appendix E.

170. The Association told us that about 70 per cent. of library staffs were women. In 1963 the Association found that there were 690 married women in membership who were qualified librarians and who were not employed; in their oral evidence they stated that many local authorities would not employ qualified married women or would not pay them full professional salaries but we do not know to what extent this attitude prevails. The very nature of library work demanding work in the evenings and on Saturdays makes it difficult for married women to fit in library work with family commitments. This is a problem which is not peculiar to librarians; in other services such as nursing or midwifery it has had to be faced.

171. We asked the Association to what extent non-qualified library assistants could be used in order to alleviate the shortage of professionally qualified librarians. Their view was that a wider use of library assistants would free qualified staff from non-professional duties, thereby enabling them to be more productively employed on professional work; this would improve the quality of the service, but would not result in the reduction in the demand for professional librarians.

172. Our conclusions are that it is not possible to say to what extent the prescribed ratios of professional to non-professional staff are reasonable, but we have drawn attention to the tendency for the Association to propose increases in these ratios under conditions where there is an absolute shortage of librarians in local government.

Inspectors of Weights and Measures

173. The Weights and Measures Act 1963 laid down that generally speaking county and county borough councils should be the weights and measures authority for their area. However, the Act also provided for councils of boroughs and urban districts with a population of more than 60,000 to become or remain the authority for their area if they so wished. There was further provision for authorities serving smaller populations and rural district councils to become or remain weights and measures authorities subject to agreement by the Board of Trade that special circumstances justified it. The Board of Trade told us that they were at present allowing some weights and measures authorities with a population of less than 60,000 to remain in being on a year to year basis and that the final pattern of authorities exercising this function was unlikely to be settled until the Royal Commission on Local Government in England had completed its work. The Board of Trade also told us that the latest total of weights and measures authorities in England and Wales was 228. Section 37 of the Weights and Measures Act 1963 provides for a local authority to discharge its responsibility for these functions through the agency of another authority. Fifteen of the London Boroughs have no independent weights and measures services but rely on adjoining Boroughs; outside London 17 authorities are in the same position.¹⁰⁷ Some of the provisions of the 1963 Act follow the recommendations of the Committee on Weights and Measures Legislation which

¹⁰⁷ Information from the Board of Trade.

reported in May, 1951.¹⁰⁸ The Committee's main recommendations with regard to the qualifications and appointment of Inspectors were that each local authority should appoint a Chief Inspector and that the Board of Trade examination should be kept under regular review.¹⁰⁹

174. The Society of Chief Inspectors of Weights and Measures told us in their written evidence that the amount of work falling to a weights and measures department depended not only on the size of the authority but also on the additional functions it carries out, e.g., the implementation of the provisions of the Diseases of Animals Act, the Explosives Act, the Food and Drugs Act and the Petroleum Act, and that an authority's establishment of qualified inspectors could vary from one to 27.

175. The Association of Inspectors of Weights and Measures estimated that, in the spring of 1966, 225 (20.5 per cent.) of a total of 1,100 established posts for qualified inspectors in local authorities in England and Wales were vacant. These figures should be compared with those in Table 3/24 of the number of people qualifying in Great Britain each year since 1957.

TABLE 3/24
Inspectors of weights and measures—the supply

Year						Number qualifying
1957	...	...	...	...	...	32
1958	...	...	...	...	...	26
1959	...	...	...	...	...	41
1960	...	...	...	...	...	23
1961	...	...	...	...	...	26
1962	...	...	...	...	...	20
1963	...	...	...	...	...	15
1964	...	...	...	...	...	29
1965	...	...	...	...	...	35
1966	...	...	...	...	...	28

176. Our enquiry showed that at 31 August, 1964, 28 posts (4.1 per cent.) out of an establishment of 689 posts in the sample for qualified and partly qualified inspectors had been vacant for six months or more.¹¹⁰ 25 per cent of authorities experienced 'extreme difficulty' in recruiting trainees to this profession¹¹¹ and 73 per cent. 'some' or 'extreme' difficulty.¹¹² There is a wide discrepancy between our figures for vacancies and those of the Association. This is partly explained by the fact that our figures referred to posts vacant for six months or more and the Association's were current vacancies. The Association's figures also include vacancies in Greater London where the position is particularly difficult; there were 43 vacant posts there out of an establishment of 123 in the spring of 1966. Our questionnaire was not sent to local authorities in Greater London.

177. A student qualifies as a weights and measures inspector by passing a special examination set by the Board of Trade and by being awarded a certificate of qualification. No certificate can be awarded to a person under 21 years of age.¹¹³

¹⁰⁸ The Report of the Committee on Weights and Measures Legislation (The Hodgson Committee): Cmd. 8219; 1951.

¹⁰⁹ Ibid: paragraphs 441-455.

¹¹⁰ Document 2 in Appendix C (Table I).

¹¹¹ Table 3/2 above.

¹¹² Document 2 in Appendix C (Table 4).

¹¹³ The Weights and Measures Act, 1963: Section 42. This follows a recommendation in the Report of the Committee on Weights and Measures Legislation: paragraph 445.

Most recruits are school leavers aged 16 or 18. There is no educational requirement for sitting the Board of Trade Examination but in the written evidence the Institute of Weights and Measures Administration expressed the view that recruits should have 'O' level passes in at least five subjects including English, Mathematics and Physics. Authorities' requirements vary widely and many new entrants have not reached this level. The Institute told us that there had however been some improvement in the quality of recruits in the three years ending in 1963. They run a Testamur Examination which acts as a screen for candidates likely to enter for the Board of Trade Examination. A pass in the Testamur Examination confers exemption from parts of the Board's examination and has been, it is claimed, a very good guide to a student's ability to pass the Board's examination: a very high proportion of those who have passed the Testamur Examination and sit for the Board's examination are successful. The pass rate in the Testamur Examination is 22.8 per cent.

178. It normally takes a student 5 years to qualify though the Institute believe that this period could be shortened if minimum entrance standards and adequate training schemes were introduced. The Institute also suggested the recruitment of graduates as a possible means of improving the output of qualified inspectors. Practical training consists of accompanying a qualified inspector on his visits supplemented in a few cases by day release at technical colleges but otherwise largely by correspondence course study. The Institute regard a 'period of formal institutional training' as essential in the future and have through their local branches attempted to meet the need for organised courses; members have held evening classes for students at a few centres, and occasional week-end and one-day schools and one six-day residential course have been organised.

179. The Institute advocated a more comprehensive form of training lasting 3 years and consisting of day release classes and a period of full-time, residential training. They were prepared to co-operate with provincial councils in organising the courses and to arrange for qualified inspectors to give lectures if employing authorities were willing to release them. The Institute would also ensure that courses were brought to the notice of local weights and measures authorities. The courses would be provided in a few reasonably accessible centres. To cater for students in out-lying areas, the Institute suggested a system of secondment to larger authorities or exchange of students for a limited period. We understand that some improved training facilities have recently been introduced.

180. Table 3/24 shows that few people are qualifying and the Association state that the numbers are barely sufficient to make good normal losses of staff from local government which are about thirty a year. To fill current vacancies as well as a much higher output would be needed for some years. In August 1964 there were, according to an Institute survey, 813 unqualified assistants in Weights and Measures Departments in local authorities in England and Wales. Only 384 were attempting to qualify and the Institute believed that many of them would never succeed.

181. The Society of Chief Inspectors of Weights and Measures believed that wide differences between the salaries of Chief Inspectors serving similar authorities might be a deterrent to recruitment. Under the Scheme¹¹⁴ the salary for a

¹¹⁴ The Scheme: paragraph 30(16).

newly qualified inspector rises from £850 by 8 increments to £1,170 and the grading of posts occupied by inspectors with special responsibilities, such as District or Divisional Inspectors and Chief and Deputy Chief Inspectors, is at the discretion of employing authorities. Table 3/25 which is based on information which the Society collected in October 1966 shows the salary grades of 142 Chief Inspectors.

TABLE 3/25
Chief Inspectors of Weights and Measures: grading

APT Grade						Number of Chief Inspectors
III	...	...	...	...	...	1
IV	...	...	...	...	...	5
A	...	...	...	...	...	24
B	...	...	...	...	...	25
C	...	...	...	...	...	20
D	...	...	...	...	...	30
E	...	...	...	...	...	18
F	...	...	...	...	...	12
G	...	...	...	...	...	2
H	...	...	...	...	...	5

It must of course be borne in mind that in many of the smaller authorities the Chief Inspector may be the only qualified member of the weights and measures department. Under the Revision a trainee inspector would be appointed to the trainee grade on a scale rising from £360 to £1,060; a graduate entrant would receive at least £860. The trainee would be advanced to at least £1,060 on passing the Board of Trade Examination. Posts requiring a qualified Inspector would normally be graded AP II/III or III according to the duties and responsibilities involved; in certain circumstances the grading might be extended to include AP III/IV.

182. Our conclusions are that:

- The inspector of weights and measures is found almost exclusively in local government; difficulties experienced by local authorities do not arise from competition from other forms of employment.
- The shortage of inspectors of weights and measures does not arise from a lack of training facilities, although the facilities themselves may not be ideal.
- It is a profession which has limited prospects and appears unattractive to good school leavers and graduates.

The Lay Administrative Officer

183. The head of a department in a local authority is usually a professionally or technically qualified officer who has available to him the services of lay administrative officers; most senior posts in local government are open only to professionally qualified men and women. Much of the work of local authorities lies in the provision of a wide range of specialist services to the public, and these

services are organised and directed by professionally qualified officials. Administrative work, in local government terms and in the terms in which we use it in this chapter, usually means acceptance of responsibility for the conduct of work in the department and of its business under the general direction of the professionally qualified head of the department. It does not mean, as it does in the Civil Service, formulating policy on matters where professional judgment is also involved. It would in any case be unwise to draw close analogies between the duties of officers in central and local government, particularly as the Treasury have recommended to the Fulton Committee¹¹⁵ that, amongst other things, the administrative and executive classes in the Civil Service should be wholly merged in a general management group.

184. Local authorities have traditionally relied on school leavers as the main source of recruitment of lay administrative officers. As LGEB pointed out, the local government service has never recruited any appreciable number of graduates direct from the universities for training for administrative work as it has no entry grade comparable with the administrative class of the civil service.¹¹⁶ The LGEB Survey, covering the years 1958-1960, showed that many direct entry graduates/diploma holders had academic qualifications which were directly relevant to the professional or technical work of the department they entered. But only three authorities (counties) gave examples of the recruitment of 'non-technical' graduates for general administrative duties.¹¹⁷

185. The standard career of the lay administrative officer in local government has been that of the school leaver entering the General Division, taking the Clerical Examination and then sitting for the Intermediate and Final Administrative Examinations leading to the DMA; some officers have taken other qualifications recognised for promotion under the Scheme, for example the DPA's awarded by a number of universities and the examinations of the Chartered Institute of Secretaries. The approach has been to regard administrative posts as promotion posts for able clerical workers. Recently local authorities have found increasing difficulty in recruiting able school leavers for this work. One of the consequences has been that the age level of administrative staff is high. Our enquiry showed that in the sample of county and county borough authorities 38 per cent. of the administrative staff in the former and 42 per cent. of the staff in the latter were aged 50 or over; 55 per cent. of the administrative staff in the counties and 58 per cent. in the county boroughs were over 45. In both counties and county boroughs only 8 per cent. were under 30.¹¹⁸

186. Under the Revision officers appointed as administrative trainees will enter the trainee grade.¹¹⁹ On passing the Intermediate DMA (or an equivalent examination) they will receive a minimum salary of £860 p.a. and on completing the Final will advance to at least £1,140 p.a. We do not examine the implications of the DMA here but we record the view which has been strongly expressed to us in evidence that the value of the DMA to the holder is low and that it does not present prospects for advancement to senior positions comparable with those

¹¹⁵ Note (May 1966) by Her Majesty's Treasury to the Committee of Enquiry into the Structure of the Civil Service under the chairmanship of Lord Fulton (paragraph 6).

¹¹⁶ LGEB Survey: Part I, paragraph 15.

¹¹⁷ *Ibid*: Part I, paragraph 16.

¹¹⁸ Document 2 in Appendix C (Table 5).

¹¹⁹ See Appendix E.

open to holders of professional qualifications to whom, alone, the senior posts are mainly open. We believe that the same limitation applies to the holder of, for example, a DPA. In our enquiry we asked what was the highest post (with salary grade) in each of the principal departments which, within the last ten years, had been attained by an officer who possessed the DMA (or similar qualification). Of the 669 officers concerned, 93 (14 per cent.) had attained positions above lettered scale B in the APT Division and 376 (56 per cent.) held posts graded in APT IV and below. Of the 1,728 lay administrative officers without the DMA or a similar qualification, 159 (9 per cent.) had attained positions above scale B in the APT Division.¹⁸⁰

187. Some of the evidence submitted to us suggested that inability to achieve principal officer status in certain professions acted as a deterrent to recruitment in those professions. The deterrent to service as a lay administrative officer is possibly greater as there is a tendency to believe that the administrator has no special skills to deploy. The attempt to remedy the situation by the introduction of the DMA (which is intended to be the equivalent of a professional qualification) has achieved little. It may well be that increasing specialisation in many of the services in local authorities involves an increasing demand for officers with specialist professional qualifications and limits the sphere of activity of officers without them.

188. It may also be true that lay administrative officers find it difficult to achieve a full and satisfying career working in association with, but subordinate to, professionally qualified colleagues. In written evidence the Societies of County Chief Officers¹⁸¹ expressed the view that local authorities had not always recognised the vital role played by the administrative staff. The Societies felt that local authorities should treat administrative staff as a separate stream from the beginning and not rely entirely on promotion from the general body of clerical workers.

189. Our conclusions are that:

- (a) The average age of lay administrative officers is high; the shortage of able young people interested in doing administrative work not demanding professional judgment gives cause for concern.
- (b) The prospects of the lay administrative officer are limited compared with those of the officer with professional qualifications.

Clerical Staff

190. Before the Revision, clerical staff were normally recruited into the General Division. Progress beyond the bar in that Division and promotion to and within the Clerical Division depended on examination successes as well as on the work performed. In practice some senior clerical posts were graded in the APT Division.

¹⁸⁰ Document 2 in Appendix C (Tables 6 and 7).

¹⁸¹ A list of the Societies is given in Appendix A.

191. In the Circular giving details of the Revision,¹²² NJC stated that they had been 'conscious of the need to recast the grading structure for clerical posts in order to identify a more attractive and competitive clerical career for officers who do not proceed to other work'. The General Division has been abolished and there are now four clerical grades with salaries ranging from £315 p.a. at the bottom of Grade I to £1,340 p.a. at the top of Grade IV. Qualifications are not prescribed for entry to any of the four grades but the Revision proposes that authorities should endeavour to appoint staff who have at least three 'O' level passes. Promotion from one grade to another is to be on merit but authorities are advised, other things being equal, to give preference to those who have passed the Clerical Examination conducted by LGEB. In Grade I there is a routine work bar at £735 p.a. and progress beyond this point depends on 'the performance of duties more responsible than routine work, and is to be authorised in individual cases.' Officers appointed to the Clerical Division can subsequently be transferred to the trainee grade if they become recognised administrative or professional trainees.

192. In Chapter VI we consider the likely effect of the revised structure of clerical careers on the recruitment of the school leaver. We devote the rest of this chapter to an examination of the present staffing position in the clerical grades. It will be appreciated that our formal enquiries and the greater part of our deliberations took place before the announcement of the Revision. Our enquiry therefore sought information about 'new entrants' to the General Division. These people included not only staff engaged exclusively on clerical work but also those undertaking some clerical work while training for a professional qualification and finally those undertaking full-time courses of professional training. We had no means of isolating the 'purely clerical' element from the other parts of the General Division.

193. Table 3/26 shows the pattern of recruitment in 1960 which was revealed by a survey conducted by LGEB.¹²³

TABLE 3/26
Education qualifications of boys and girls aged 21 and under entering
the General Division in 1960

	Counties		County Boroughs		All authorities	
	Boys %	Girls %	Boys %	Girls %	Boys %	Girls %
One or more 'A' level passes ...	10.9	5.6	9.9	7.5	9.9	6.5
Four or more 'O' level passes ...	37.5	43.2	47.5	48.5	41.5	43.0
Three 'O' level passes	7.2	5.0	9.8	7.2	8.8	6.4
Entrance Examination ...	2.8	0.6	4.0	2.8	3.3	1.5
Unqualified ¹²⁴ ...	41.6	45.6	28.8	34.0	36.5	42.6
	100.0	100.0	100.0	100.0	100.0	100.0

¹²² Circular No. N.O. 194 dated 15 July, 1966; details of the Revision are contained in Appendix E.

¹²³ LGEB Survey: Part I, Tables 4 and 11.

¹²⁴ At the time of the enquiries a 'qualified entrant' was one who possessed a minimum of three 'O' level passes or had passed some other recognised examination.

194. Our enquiry in 1964 showed the following pattern of recruitment during 1963:

TABLE 3/27
Education qualifications of boys and girls being new entrants
(other than typing staff and machine operators) in 1963

	Counties			County Boroughs			All Authorities Boys & Girls %
	Boys %	Girls %	Average %	Boys %	Girls %	Average %	
Two or more 'A' level passes ...	12.6	7.6	10	12.3	7.8	10	9
One 'A' level pass ...	5.6	4.0	4	4.4	2.8	4	4
Five 'O' level passes	38.5	44.1	42	39.9	41.4	40	41
Three or four 'O' level passes ...	22.9	18.9	21	25.2	20.7	23	22
Unqualified ¹²⁴ ...	20.4	25.4	23	18.2	27.3	23	24
	100.0	100.0	100	100.0	100.0	100	100

195. The two tables are not entirely complementary. Although too much reliance cannot be placed on the two sets of figures, they do not suggest that there has been any deterioration of the educational level of the junior entrant between 1960 and 1963; there has in fact been a marked reduction in the number of 'unqualified' junior entrants.

196. The LGEB Survey contained no analysis of the ages of the junior entrant. The Board referred to the findings of the Crowther Report¹²⁵ and pointed to the tendency for the percentage of pupils in school at the age of 17 to increase to the extent that the 1958 figure was 66 per cent. above that for 1947, and to the conclusion in that Report that the trend of the longer school life for the more able children would continue.¹²⁶ LGEB concluded that the expanding sixth forms would offer the service an opportunity of improving the level of recruitment and of attracting boys (and girls) for training for senior posts who would be as good as, if not better than, those who entered the service from the grammar schools in the 1930's.¹²⁷ Our enquiry showed that in 1963, in our sample of authorities, well over half the junior entrants were aged 17 or over and that a substantial proportion were over 18. The figures also showed that of the 1963 entrants (except for typists' and machine operators' posts) a little over 56 per cent. were girls; further, of the entrants aged 18 and above in county authorities, over 64 per cent. were girls.¹²⁸ In 1960, 55 per cent. of the entrants into the General Division were girls.¹²⁹

¹²⁴ At the time of the enquiries a 'qualified entrant' was one who possessed a minimum of three 'O' level passes or had passed some other recognised examination.

¹²⁵ Report of the Central Advisory Council for Education: '15-18' (1959).

¹²⁶ The trend has continued. The Department of Education and Science's Statistics of Education (1965: Part One) show that of the 13 year olds in school in 1955, 10.4 per cent. were still in school four years later; but of the 13 year olds in school in 1961, 13.9 per cent. were still in school four years later.

¹²⁷ LGEB Survey: Part I, paragraph 7.

¹²⁸ Document 2 in Appendix C (Table 8).

¹²⁹ LGEB Survey: Part I, Tables 3 and 10.

197. Our enquiry also asked authorities to state what degree of difficulty they found in recruiting boys or girls (other than machine operators and typists) qualified to go beyond the bar of the General Division, that is with three or more 'O' level passes. The results¹⁸⁰ showed that overall 28 per cent. of authorities found 'extreme' difficulty in recruiting boys and 15 per cent. 'extreme' difficulty in recruiting girls. Authorities' judgments of the degree of difficulty are bound to be subjective but the answers showing 'moderate' or 'extreme' difficulty are confirmed to some extent by the information in Table 3/27 which showed that many 'unqualified' school leavers were employed in 1963. Authorities had greater difficulty in attracting boys than girls; for example, 21 per cent. of the counties said that they had 'extreme' difficulty in recruiting boys but only 8 per cent. had the same difficulty in recruiting girls.

198. We also asked authorities to give details of the wastage (in the sense of loss of staff to local government) of new entrants during the first five years of their service. The results¹⁸¹ showed that, out of a sample of 201 authorities, (of which only 156 gave full replies to this question) 18 lost more than 60 per cent. of their boys during their first five years of service; 35 authorities lost more than 60 per cent. of their girls.

199. Our conclusions about clerical staff are that:

- (a) The age of entry into the service of local authorities has increased.
- (b) Although the proportion of entrants who were not qualified was still high, the proportion dropped between 1960 and 1963.
- (c) There was less difficulty in recruiting girls than boys and local authorities recruited more girls than boys as junior entrants.
- (d) The wastage rate of girls was high in the early years of service; this is to be expected. The wastage rate of boys though not so high is significant as an unknown proportion of them were trainees for professional qualifications.

¹⁸⁰ Document 2 in Appendix C (Table 9).

¹⁸¹ Document 2 in Appendix C (Table 10).

PART II

POSSIBLE DEVELOPMENTS

CHAPTER IV

New Patterns of Recruitment and Employment

CHANGING SOCIAL CONDITIONS

200. The last chapter shows that there is plenty of evidence that local authorities are experiencing difficulties in recruiting officers of good quality and retaining them in their service. These difficulties are not likely to diminish.

201. There are certain factors which affect all employers:

- (a) **Full Employment.** We have assumed that it is improbable that any Government in this country in the foreseeable future will pursue deflationary policies to a point at which the level of unemployment will approach that of the 1930's. There may be setbacks and restrictions from time to time, but the central policy will continue to be the pursuit of conditions of full and stable employment.
- (b) **Rate of increase in the total working population.** Between 1954 and 1964 the total working population of the United Kingdom increased at an average rate of about 0.6 per cent. a year; between 1964 and 1970 the average annual increase is estimated to be 0.25 per cent.¹
- (c) **Fall in the number of 18 year olds.** The number of 18 year olds in Great Britain in 1965 was 963,000. Their numbers will decline to 724,000 in 1970 and will not approach the 1965 figure until the mid 1980's.²
- (d) **Raising of the school leaving age and increase in the number of university places.** The school leaving age is to be raised to 16 in 1970 which will increase the tendency for children to stay on at school for sixth form work. At the same time the number of university places will increase.³ The result of these two factors will be that an increasing proportion of 18 year olds will go on to universities and other forms of higher education and will therefore not be available for employment until a later date. The Robbins Committee estimated that, because of the fall in the overall numbers in the age group, there were unlikely to be more 18 year old school leavers with 'A' level passes in 1970 than in 1965.⁴

202. These factors lead us to a number of general conclusions:

- (a) There are many employers in both the public and private sectors, offering careers of great interest, well paid, pensionable and with security of tenure; local authorities are in competition with these employers and this competition may well be intensified. We recommend that local authorities should accept that it is necessary to offer comparable rewards and attractions in order to obtain and retain the staff of the quality they need.

¹ The National Plan (Cmd. 2764): Chapter III, paragraph 2.

² Taken from Table 25 in the Robbins Report.

³ The Robbins Committee recommended that 197,000 university places should be provided by 1967-68 and that 219,000 places should be provided by 1973-74 in addition to an expansion in other branches of higher education.

⁴ Table S.1 in Annex 5 to Appendix One to the Robbins Report.

- (b) Local authorities are providing services direct to the public and there are many persons who find great satisfaction in this kind of work; our survey of NALGO members adds weight to this view.⁵
- (c) There will be severe competition for those 18 year olds who do enter the employment market. We therefore recommend that local authorities should do all they can to attract those school leavers who do not go on to full-time higher education and should offer good training schemes as a powerful incentive to recruitment.
- (d) Although LGEB have said that expanding sixth forms offer local authorities an opportunity to improve their level of recruitment and attract boys (and girls) for training for senior posts who would be as good as, if not better than, those who entered from grammar schools in the 1930's,⁶ it is now clear that local authorities will need increasingly to look to the universities and colleges for staff of the calibre they used to recruit from schools. We recommend therefore that local authorities should place increasing emphasis on recruitment from universities and colleges.
- (e) It will become more and more important for local authorities to make the most economic use of manpower. Local authorities will not be able to escape from staffing difficulties by cutting down on services; on the contrary they will find themselves charged with new and wider responsibilities all demanding in one form or another the exercise of professional skills. The National Plan has referred to the need for a 'continuous screening of the demands of public administration and a general attack on practices leading to under-employment.'⁷

CHANGES IN THE STRUCTURE AND ORGANISATION OF LOCAL AUTHORITIES

203. Apart from these sociological changes there are other developments which affect the work of local government officers:

- (a) A Royal Commission has been appointed to examine the structure of local government. Should its recommendations result in the reduction of the number of local authorities and a consequent increase in the size of administrative units, it is our view that this will have a marked effect on the careers open to local government officers and possibly on the way officers are deployed.
- (b) A few local authorities are experimenting with new forms of internal organisation; the recommendations of the Committee on Management, together with any new structure of local government, may affect the way local government officers are used within the internal organisation.
- (c) Professional bodies are reviewing not only their own training schemes but also the extent and form of the work of their members in a changing society. Technological innovation in the use of computers has already had an effect on routine work but further and more far reaching developments lie ahead which will influence the way local authorities' services are managed.

⁵ See Chapter II: paragraph 23.

⁶ LGEB 1960 Survey Report: Part I, paragraph 7(a).

⁷ The National Plan (Cmd. 2764): Chapter II, paragraph 22.

204. There is a need therefore not only for economy in the use of manpower but for a flexible approach towards staffing matters. We hope that our recommendations will be found relevant to the needs of local authorities in the foreseeable future in so far as they can be forecast.

EXAMINATION OF PARTICULAR DIFFICULTIES AFFECTING VARIOUS CATEGORIES
OF STAFF

205. Bare statistics on the number of unfilled posts and on the number of posts which are filled by officers with less than the desirable qualifications are not reliable measures of the staffing difficulties which local authorities face. We cannot say whether approved establishments are realistic having regard to the nature and extent of the work to be done.

Local government professions with limited prospects

206. There are some professions or functions in local government which have difficulty in attracting recruits because of the nature of the work or because of limited prospects. The following fall into this category:

Weights and Measures Administration

Public Health Inspection.

The career of the lay administrative officer may also be said to fall into this category and we consider it separately in paragraphs 231 to 236.

207. The prospects of a young person entering the profession of Weights and Measures Administration are limited. Although just over half of the chief inspectors of weights and measures are graded APT C or below,⁸ the Institute of Weights and Measures Administration proposed in their written evidence the recruitment of graduates as a possible means of improving the output of qualified inspectors. The Weights and Measures Act 1963 allowed non-county borough and urban district authorities with populations of more than 60,000 to be weights and measures authorities. It seems to us doubtful whether the profession can be made attractive in local government unless local authorities group themselves for the purposes of weights and measures administration, or until larger authorities for this purpose are created. In 1951 the Hodgson Committee⁹ stated that they received no evidence to convince them that there were any grounds for establishing a recognised grade for inspectors' assistants. Bearing in mind particularly the additional duties which some weights and measures departments have undertaken since that time we recommend that a further enquiry should now be made to determine whether any of the work can be satisfactorily performed by officers with lesser qualifications under the supervision of professionally qualified inspectors.

208. The profession of public health inspector also has limited prospects. As in the case of inspectors of weights and measures there is a danger that too many posts will be thought to demand full professional qualifications; this can only

⁸ Chapter III: Table 3/25.

⁹ The Committee on Weights and Measures Legislation (see Chapter III: paragraph 173).

mean that able people, competent to take these qualifications, will not have a career matching their abilities. We recommend that consideration should be given to the use of staff without full professional qualifications in public health inspection whenever the work can be done without loss of efficiency.

Professions common to local government and other employment

209. For officers in certain professions local authorities have to compete with other employers. This applies particularly to solicitors, engineers, architects, medical practitioners, librarians and surveyors. It also affects education officers in so far as they are recruited from amongst serving teachers. In some cases (e.g. medical practitioners) local authorities are manifestly at a disadvantage compared with other employers. In other cases there is no clear evidence whether local authorities are in a less favourable position than other employers when there is a national shortage of members of a particular profession.

210. The failure of local authorities to attract members of professions who are extensively employed outside local government may be due to uncompetitive salary levels. Although this is a matter which is outside our terms of reference, it will be apparent that if there is a shortage of any particular profession, and if local authorities cannot offer salaries which are competitive with those offered elsewhere, then local authorities will be at a disadvantage and staffing difficulties will continue.

211. It is also true that for engineers and architects and probably surveyors employment in the private sector offers 'fringe' benefits which local authorities cannot provide.

212. Some particular observations can be made and conclusions drawn about some of these professions:

(a) Solicitors.

- (i) It may well be that the opportunity of moving into senior administrative positions culminating in the position of the Clerk is a factor in attracting solicitors into local government. It is not clear whether there is a shortage of solicitors in local government in relation to the purely legal work to be done; but there is a shortage of solicitors to do both general administrative work as well as legal duties.
- (ii) Solicitors in local government and other branches of the public service constitute about 8 per cent. of the whole profession and their needs are different from those of family and commercial lawyers. The Acton Society has suggested the creation of a new branch of the solicitors' profession for administrative lawyers. We recommend that there should be a great emphasis on administrative and social matters in the training of those solicitors who propose to follow a career in local government or other branches of the public service beyond the present optional paper in the Law Society's Final Examination.

(b) Medical practitioners.

Each of the three main branches of the National Health Service has tended to develop its own pattern of recruitment of medical practitioners. For example the medical staff in the service of local health authorities are in an anomalous position in that they are excluded from the consideration of

the Review Body concerned with medical practitioners in the National Health Service but who are nevertheless engaged in clinical activities in or related to that Service. The clinical services that have to be provided by local authorities can only be effectively discharged if they are made sufficiently attractive, both by way of professional opportunity and reward, to a sufficient number of medical graduates who choose such clinical services as a permanent career. Local health authorities must also continue to recruit medical practitioners for the management of health services. We therefore recommend that:

- (i) The relative positions of medical practitioners in the local authority service and in the other two branches of the National Health Service should be re-examined.
 - (ii) An enquiry should be made to determine how far the needs of the clinical services that have to be provided by local authorities can be met by recruiting officers who have clinical responsibilities in one or both of the other main branches of the National Health Service and who intend to continue in clinical medicine.
 - (iii) Local authorities should recognise that, in providing local health services, they are responsible for one of the three main branches of the National Health Service; in recruiting medical practitioners they should note the changes which affect the recruitment and use of medical practitioners in the other two.
 - (iv) Recruitment and training of medical practitioners for the management of health services should be reviewed in the wider context of the recruitment of medical practitioners to the administrative staffs of Regional Hospital Boards and to the civil service, and this review might include a common system of training and interchangeability of staff.
 - (v) A medical practitioner who transfers from purely clinical duties to those involving responsibilities for management should at an early stage receive training that will fit him for the new responsibilities.
 - (vi) The shortage of medical practitioners is such that they should not be charged with responsibility for services such as those provided under the National Assistance Act.
- (c) **Education Officers**

We recognise that a Chief Education Officer and others of his staff likely to be engaged in advisory work with the schools should possess a teaching qualification and have the desired teaching experience, but we recommend that all other senior posts in Education Departments should be open to the lay administrative officer whose experience and qualifications are deemed to be appropriate. This is a desirable development in order to attract and retain the services of high quality lay administrative officers.

The shortage of training facilities

213. One of the reasons why local authorities experience difficulty in recruiting professional staff is the national shortage of training places. This applies to architects, planners, child care officers and social welfare officers. National policies have placed heavier obligations on local authorities which have resulted in a demand for professionally trained people beyond the capacity of the training

institutions to supply them. We recommend that the efforts now being made to extend training facilities for architects, planners, child care officers and social welfare officers should be intensified. We also recommend that local authorities should sponsor greater numbers of suitable health visitors to take courses to qualify them as field work instructors, and should sponsor the training of suitably qualified health visitors to take posts as tutors, as proposed by the Ministry of Health in Circular 8/65.

214. In other cases the number of trainees is restricted by the professional associations or by local authorities themselves. We are in agreement with the efforts made by the Society of Town Clerks to obtain the approval of the Law Society to an increase in the number of articled clerks allowed in some authorities. We are disturbed at the difficulties caused in the recruitment of public health inspectors by some authorities not taking on the number of trainees permitted by the Public Health Inspectors Education Board. We recommend that local authorities should take the full number of trainee public health inspectors allowed by the Board. The intake of engineering trainees who are not graduates in engineering is also restricted and we recommend that local authorities should sponsor on sandwich courses the maximum number of school leaver trainees they are permitted.

215. The concept of principal and student, whatever value it may have had in the past, is now not the complete answer because so much of the trainee's instruction takes place by release on full-time or sandwich courses. We know that some professional bodies are already reviewing this question. We recommend that pupillage in all professions where it is practised should be re-examined.

Size of authority and effect on recruitment of professional staff

216. In Chapter III we pointed to a conclusion that on the figures available to us there was no clear indication that small authorities (in terms of their population) experienced generally a more intense difficulty in recruiting staff than the larger authorities. This conclusion requires qualification. Our figures related to the broad professional categories and not to the more specialised professions performing advisory functions. We believe that problems do arise from the arrangements whereby salaries of Clerks and principal officers are related to the size of the populations of the authorities they serve. For principal officers at least the degree of responsibility increases with the size of the authority. But this is not the case for many specialist advisory staff, for example inspectors of schools and educational psychologists, who carry out similar work whatever the size of the authority. As the salaries of the principal officers are higher in the case of larger authorities, these authorities are able to recruit specialist staff on higher salary scales. In the smaller authorities regard must be paid to the need to ensure that salaries of the departmental staff do not press too closely upon those of the senior staff in the department. Hence the smaller the authority, the more difficult we believe it may be to recruit specialist staff; moreover it is likely that the quality of the specialist staff which has been recruited may be inferior because of the lower salaries which are paid.

217. This problem can become serious in those categories of staff which can only be recruited from among those whose gradings are fixed by separate negotiating bodies which are not concerned with the size of the authority. The re-organisation of the structure of local government is now under consideration by the

Royal Commission; we believe that the size of the authority (governing as it does the levels of salary payable to senior staff) can have an effect on the recruitment of specialist staff and indeed on the quality of staff which may be recruited.

Staff shortages, professional status and departmental organisation

218. Whether a shortage of staff in local authorities is caused by a profession being unattractive, by a national shortage of a particular profession, by a shortage of training places or by the inability of local authority service to compete with other forms of employment, arguments are adduced that recruitment would be improved if the status of the profession in local government were strengthened, or a different form of departmental organisation were adopted.

219. In written evidence the public health inspectors made a case for principal officer status as did the quantity surveyors who, as a profession, do not enjoy it at present. Architects and planners argued that in some authorities they were under a head of department who was an engineer and that this was a deterrent to recruitment. But engineers deplored the creation of separate departments for professional work which was previously under their direction. We cannot commend the creation of additional departments, each with its own principal officer, with the sole purpose of improving the prospects of officers of a profession. The departmental structure in a local authority should be related to considerations of efficiency and sound organisation. We cannot support the creation of additional departments, each with its own principal officer, just to enable a professional officer to work, and be responsible, to a principal officer of the same profession. Considerations of efficiency and sound organisation must again be the guide to the setting up of departments. Where professional officers feel strongly that their own point of view is not given due weight by the principal officer of another profession, this may well be a matter of faulty management by the principal officer himself.

220. The architects and the planners contended that the departmental organisation should be changed by the abolition of the post of deputy and by spreading the emoluments of his office amongst the senior architects and planners. We were not persuaded that this would improve the efficiency of the organisation.

Staff shortages, standards for professional qualifications and the demand for professionally qualified officers

221. The Institution of Municipal Engineers in written evidence referred to the creation of an artificial shortage of professional engineers through local authorities demanding qualifications for appointments in excess of the real demands of the work to be done. Mr. Dickerson suggested that the present shortage of professionally qualified staff in Treasurers' departments in local government was 'masked by a degree of misemployment of the IMTA members; not all of the posts demanded IMTA training and many of them could be adequately filled by people of intermediate standard or by those who had acquired their knowledge by experience'.¹⁸ We believe that these two observations are of direct relevance to some of the staffing difficulties of local authorities.

222. Some professions have raised the educational standards necessary for acceptance as a student for the profession. IMTA have raised the entry qualification for candidates for the intermediate examination to two 'A' level passes;

¹⁸ 'Recruitment and Training for the IMTA' by R. W. V. Dickerson: paragraph 13.

the Library Association have raised the normal entrance qualification for training to include two 'A' level passes. The LGEB has raised the education qualifications necessary for taking the intermediate administrative examination. We think there is nothing to criticise in this; it does not restrict the flow of people who are likely to become professionally qualified; it excludes those who are unlikely to be able to pass the professional examinations.

223. With the growth of specialised knowledge the scope of a professional qualification will be widened, making it more difficult to obtain, and it will demand higher educational standards from those who seek it. A parallel tendency is for new specialisms to emerge and for each to beget its own professional status. Although the process may perhaps be inevitable, it carries with it two dangers:

- (a) the raising by professional bodies of their entry and professional qualifications in order to improve the status and remuneration of their members;
- (b) the insistence on professional qualifications without regard to the nature of the work to be done.

224. Where the nature of the work makes it essential for staff to hold full professional qualifications then professionally qualified officers must be recruited and suitable trainees assisted to qualify. But when work in any particular department can be done by staff without professional qualifications, it is unrealistic to recruit officers with professional qualifications or to encourage all officers to aspire to these standards. The proposal of the Institution of Municipal Engineers for a technician division, and the suggestion of Mr. Dickerson that there should be, apart from a high level grade of financial administrator, a much lower accountancy grade for which a far less exacting standard of qualification would be required, reflect this argument.

225. For establishments to be overloaded with posts demanding full professional qualifications is not only a waste of scarce professional manpower, but is a waste of valuable training resources. For example, we find the approach of the Library Association to the ratio of qualified and unqualified staff in libraries very difficult to justify at a time when there is both an overall shortage of librarians and no shortage of training places for those seeking to enter the profession. We appreciate the motives of the Association in wishing to provide a service of high quality but we think their approach is unrealistic in present circumstances. We recommend that local authorities should examine their establishments to see whether and to what extent work can be done without loss of efficiency by staff who do not have full professional qualifications.

226. It will be argued that advocacy of the wider use of technician level staff may seem to be an attempt to lower standards and to get professional work done without paying the market price for it. But we recommend that local authorities, if they are not to be faced with increasing difficulties in obtaining and retaining professional staff, and if economies are to be made in the use of scarce professional manpower, should ensure that the technician is given a proper place beside the professional officer.

Further remedies

227. Use of private and commercial resources. We recommend that local authorities should draw on private resources for specialist services when the flow of the particular specialist work is irregular.

228. Return of married women to employment. Local authorities must reduce their claims on scarce resources to a minimum but having done so they must compete vigorously for their 'share' of the market. Many local education authorities have succeeded in bringing back to teaching married women who were not actively seeking employment. To achieve this authorities have been flexible and generous in the arrangement of hours of work, training facilities and even in the provision of nursery school places for the teachers' own children. The Association of Child Care Officers welcomed the employment of married women although they admitted there were difficulties in arranging suitable hours of work. As more women take courses of higher education and professional training (and at the same time the age of marriage and child bearing falls) local authorities must tap this source of recruits. We therefore recommend that local authorities:

- (a) should do all they can to recruit married women with professional qualifications;
- (b) should recruit married women without professional qualifications and provide training facilities so that they may be used effectively.

229. The shortage of midwives and of librarians, for example, can be relieved by the employment of married women and we recommend that local authorities should:

- (a) sponsor the training of older women as midwives and encourage them to remain in practice;
- (b) employ married women who are qualified in order to alleviate the shortage of librarians.

230. Working conditions and facilities for work. We are concerned at the number of officers in the NALGO survey who said they had inadequate facilities to do their work.¹¹ The evidence of the nurses, health visitors, midwives and child care officers among others raised similar points. We recommend that:

- (a) local authorities should ensure not only that working conditions are adequate but that ancillary assistance and the equipment that officers require to do their jobs efficiently are provided;
- (b) clerical assistance should be provided to help field officers with routine correspondence, telephone calls and the making of appointments;
- (c) local authorities should do all they can to facilitate the use of cars and other suitable means of transport by such staff as health visitors, home nurses and midwives;
- (d) local authorities should develop modern methods of radio communications to assist in the effective deployment of field staff.

¹¹ Chapter II: paragraph 23.

The lay administrative officer

231. In Chapter III we referred to the present career of the lay administrative officer and pointed out that most of these officers had been recruited as school leavers. Many of them took the DMA or a similar qualification by part-time study. We have explained why local authorities cannot wholly rely on this source of recruitment for the lay administrative staff they need in the future. Our enquiry showed that a large proportion of lay administrative officers were in the higher age groups, and that there did not appear to be an adequate number of younger officers to replace them.¹²

232. The Hadow Committee saw possibilities of substantial economies in the use of professional staff in the appointment of 'senior, though subordinate, lay administrative officers'.¹³ The subordinate nature of the lay administrative officer's role as it is at present has been emphasised in Chapter III. If the argument is accepted that the number of 18 year olds available for employment is going to diminish and that it will be necessary to look increasingly to graduate entrants for recruits with the abilities of the school leaver entrants of the past, it will be essential to re-examine the role and career of the lay administrative officer in local government.

233. In written evidence to sub-committee E of the Estimates Committee,¹⁴ Professor Mackenzie referred to the general graduate as being the man or woman who decides to seek employment with nothing but a first degree in a non-professional subject. He said that there was a surprisingly intense competition for these people 'who will hereafter be a rather small element in the world of public and private administrators, alongside professional men, trained teachers and scientists'. In the departments of a local authority there is an important element of administrative work to be done at varying levels of responsibility which does not require professional judgment. While there is a shortage of professionally qualified men, this administrative work should be done by lay administrative officers who may be general graduates. This work can take many forms:

- (a) specialist work in, for example, management services, and in personnel and establishment control;
- (b) the drafting of reports and memoranda and the organisation of the flow of work in the departments' headquarters offices;
- (c) consultation and co-ordination with other sectors of the authority's activities;
- (d) executive responsibility with powers for action in non-professional fields.

234. There is at present a reaction against the long tradition in this country that positions of authority are generally occupied by persons with a liberal education but with no professional qualifications. The tradition has long persisted in the civil service but it has not applied in local government. We do not support the creation of a managerial class in the service of local authorities to be filled 'by persons of good education and lively minds who are not necessarily qualified in

¹² Chapter III: paragraph 185.

¹³ Hadow Report: paragraph 106.

¹⁴ Sixth Report of the Estimates Committee (1965): Memorandum submitted to Sub-Committee E by Professor W. J. M. Mackenzie, paragraph 13.

the law, or, for that matter, in any of the other professions on which local government at present depends' and who would ascend 'a broad ladder leading to the topmost rung of chief manager'.¹³ On the other hand we do not support the view that the 'general administrator is fast becoming an anachronism'.¹⁴ Our conclusions are that, although in many departments there is no substitute for professionally qualified principal officers, economies in the use of scarce professional resources can be made by the fullest possible employment of the lay administrative officer. We recommend that the career of the lay administrative officer, subject to the size of an authority and the scope of its responsibilities, should take him to the second or third tier position in a department; the lay administrative officer should be equal in salary and status with his professional colleagues at those levels.

235. If this approach could be generally accepted, it would make it possible to offer a full and satisfying career to lay administrative officers in local government; and the attraction of able men into this career would bring valuable support to professional heads of departments and enable them to spend more time on tasks requiring their professional skills.

236. The Clerk in any authority, whatever its size and responsibilities, spends much time in administration, in the servicing of its committees, in the co-ordination of its many activities where this is necessary to prevent over-lapping or confusion of plans, and in the general provision of management services. These are in fact high administrative tasks requiring distinctive gifts of personality and leadership. Men in any profession, including the profession of administration, may possess these gifts. The lay administrator should have an equal chance with members of other professions to become the Clerk of an authority. We therefore recommend that the Clerkship of an authority, being mainly an administrative post, should be open to all professions including that of the lay administrative officer,

Clerical work

237. We discuss careers in clerical and machine operating work in Chapter 6.

SUMMARY OF RECOMMENDATIONS

- (1) Local authorities should accept that it is necessary to offer rewards and attractions comparable with those offered by competing employers in order to attract and retain staff of the quality they need (para. 202(a)).
- (2) Local authorities should do all they can to attract those school leavers who do not go on to full-time higher education and should offer good training schemes as a powerful incentive to recruitment (para. 202(c)).
- (3) Local authorities should place increasing emphasis on recruitment from universities and colleges (para. 202(d)).
- (4) An enquiry should be made to determine whether any of the work of weights and measures administration can be satisfactorily performed by officers with less than the full professional qualifications under the supervision of professionally qualified inspectors (para. 207).

¹³ Nottage: Paper for the Annual Conference of the Society of Town Clerks, 1965.

¹⁴ Acton Society Trust: *Town and County Hall*, page 37.

- (5) Consideration should be given to the use of staff without full professional qualifications in public health inspection whenever the work can be done without loss of efficiency (para. 208).
- (6) There should be a greater emphasis on administration and social matters in the training of those solicitors who propose to follow a career in local government or other branches of the public service (para. 212(a)(ii)).
- (7) The relative positions of medical practitioners in the local authority service and in the other two branches of the National Health Service should be re-examined (para. 212(b)(i)).
- (8) An enquiry should be made to determine how far the needs of the clinical services that have to be provided by local authorities can be met by recruiting officers who have clinical responsibilities in one or both of the other main branches of the National Health Service and who intend to continue the practice of clinical medicine (para. 212(b)(ii)).
- (9) Local authorities should recognise that, in providing local health services, they are responsible for one of the three main branches of the National Health Service; in recruiting medical practitioners they should note the changes which affect the recruitment and use of medical practitioners in the other two (para. 212(b)(iii)).
- (10) The recruitment and training of medical practitioners for the management of health services should be reviewed in the wider context of the recruitment of medical practitioners to the administrative staffs of Regional Hospital Boards and to the civil service, and this review might include a common system of training and interchangeability of staff (para. 212(b)(iv)).
- (11) A medical practitioner who transfers from purely clinical duties to those involving responsibilities for management should at an early stage receive training that will fit him for the new responsibilities (para. 212(b)(v)).
- (12) The shortage of medical practitioners is such that they should not be charged with responsibility for services such as those provided under the National Assistance Act (para. 212(b)(vi)).
- (13) Local authorities should ensure that senior posts in education departments other than that of Chief Education Officer and those concerned with advisory work with the schools are open to lay administrative officers whose experience and qualifications are deemed appropriate (para. 212(c)).
- (14) The efforts now being made to extend training facilities for architects, planners, child care officers and social welfare officers should be intensified (para. 213).
- (15) Local authorities should sponsor greater numbers of suitable health visitors to take courses to qualify them as field work instructors and should sponsor the training of suitably qualified health visitors to take posts as tutors (para. 213).
- (16) Local authorities should take the full number of trainee public health inspectors allowed by the Public Health Inspectors Education Board (para. 214).
- (17) Local authorities should sponsor on sandwich courses in engineering the maximum number of school leaver trainees they are permitted (para. 214).

- (18) Pupillage, in all professions where it is practised, should be re-examined (para. 215).
- (19) Local authorities should examine their establishments to see whether and to what extent work can be done without loss of efficiency by staff who do not have full professional qualifications (para. 225).
- (20) Local authorities should ensure that the technician is given a proper place beside the professional officer (para. 226).
- (21) Local authorities should draw on private resources for specialist services when the flow of the particular specialised work is irregular (para. 227).
- (22) Local authorities should:
 - (a) do all they can to recruit married women with professional qualifications (para. 228(a))
 - (b) recruit married women without professional qualifications and provide training facilities so that they may be used effectively (para. 228(b)).
- (23) Local authorities should sponsor the training of older women as midwives and encourage them to remain in practice (para. 229(a)).
- (24) Local authorities should employ married women who are qualified in order to alleviate the shortage of librarians (para. 229(b)).
- (25) Local authorities should ensure not only that working conditions are adequate but also that ancillary assistance and the equipment that officers require to do their jobs efficiently are provided (para. 230(a)).
- (26) Clerical assistance should be provided to help field officers with routine correspondence, telephone calls and the making of appointments (para. 230(b)).
- (27) Local authorities should do all they can to facilitate the use of cars and other suitable means of transport by such staff as health visitors, home nurses and midwives (para. 230(c)).
- (28) Local authorities should develop modern methods of radio communication to assist in the effective deployment of field staff (para. 230(d)).
- (29) The career of the lay administrative officer, subject to the size of an authority and the scope of its responsibilities, should take him to the second or third tier position in a department and he should be equal in salary and status with his professional colleagues at those levels (para. 234).
- (30) The Clerkship of an authority, being mainly an administrative post, should be open to all professions including that of the lay administrative officer (para. 236).

CHAPTER V

Sources of Recruitment

SCHOOL LEAVERS

238. In Chapter IV we emphasised that local authorities could no longer rely on school leavers as their main source of recruitment. Nevertheless there will be school leavers who for one reason or another do not proceed to higher education and will be available for work in local authorities. In broad terms, school leavers who might enter local government can be said to fall into two categories:

- (a) those leaving at the age of 16 with 'O' level passes or with Grade I passes in CSE;
- (b) those leaving at the age of 18 with 'A' level passes.

Although there should be no hard and fast division between these categories school leavers in the first category who do not obtain higher educational standards will not be able to obtain professional or administrative qualifications and are therefore likely to be restricted to clerical duties. Opportunities should however be provided to enable them to obtain higher educational standards and we deal with this point in Chapter IX. School leavers in the second category are more likely to aspire to professional or administrative qualifications. There may also be a limited source of recruitment from young people in the first category who have taken clerical or other courses at colleges of further education.

GRADUATES

239. The practice of recruiting the school leaver is long-standing. In 1934 the Hadow Committee wrote that 'if we exclude the medical and education services, university graduates enter local government exceptionally and with difficulty. Few local authorities expect to take graduates on to their ordinary staff, unless they possess some technical qualification'.¹ The Committee recommended that 'the larger local authorities should make arrangements for introducing graduates with no technical qualifications into the ordinary staff of the office'.² Following their survey in 1960, LGEB wrote 'Before the war, many boys left the grammar schools at the age of 16 after spending two years in the Fifth Form. Local authorities recruited largely from this group, and took into their service many boys who would have profited from a period in the Sixth Form, possibly followed by three years at a University, had these opportunities been more widely available'.³ But the wording of the Scheme itself seemed to suggest reluctance about the recruitment of graduates. 'It is desirable that the local government service should have within its ranks persons holding University degrees. To achieve this object adequate facilities should be afforded by employing authorities for serving officers to obtain such qualifications, and also for a limited number of University graduates to be recruited direct'.⁴

¹ Hadow Report: paragraph 78.

² Ibid: paragraph 83.

³ LGEB Survey: Part I, paragraph 7(a).

⁴ The Scheme: paragraph 3.

The Revision went a little further—'the local government service should:

- (i) afford adequate opportunities for serving officers to obtain university degrees; and
- (ii) recruit graduates direct from university.⁵

The extent to which local authorities recruit graduates/diploma holders direct from universities and colleges

240. LGEB found that over the three years 1958–1960 local authorities covered by their sample recruited 675 graduates direct from the universities and this represented about 2 graduates a year for each county and about 1.5 for each county borough. In addition local authorities recruited 111 newly qualified diploma holders.⁶ The total figure of 786 direct entrants from the universities needs to be compared with the intake of 7,907 junior entrants for the year 1960.⁷ If, on the basis of the figure for 1960, we assume that the total number of junior entrants for the three year period was 23,721 and add thereto the number of direct entrants from the universities, the percentage of university entrants is a little over 3 per cent. The Acton Society Trust commented that the figure for the recruitment of graduates is a 'staggeringly small number and is a very severe indictment of local authorities' recruitment programmes'.⁸ We cannot say whether the Trust's strictures are valid; they ignore the recruitment of persons who are graduates but who are not recruited direct from universities and colleges. In any case before useful comments can be made on the direct recruitment of graduates, one would need to know the size of establishments, the age structure in the various departments, the expansion and retirement rates and the extent to which the demand for professional and administrative staff was being met by the training of school leavers and by the recruitment of qualified men from outside local government. The Survey was not designed to reveal this information.

241. Our enquiry covered a much smaller sample⁹ of country district authorities than that of LGEB. The LGEB sample showed that 786 graduates and diploma holders were recruited directly by authorities in the three-year period 1958–1960; our sample showed that 1,136¹⁰ graduates and diploma holders were recruited direct during the three-year period 1962–1964. This represents a notable increase over the earlier figures. If the intake of graduates and diploma holders is compared with the gross intake (new entrants into the General Division plus graduate and diploma-holder entrants) over the period 1962–1964, the percentage of direct university entrants was a little over 4 per cent.¹¹

242. The total establishment of qualified and partly qualified professional and technical staff in authorities in our sample was 64,698. Remembering that this sample of authorities recruited direct from universities and colleges 1,136 graduates and diploma holders over a three-year period, and assuming that by far the greater proportion of these young people became professional and

⁵ NJC Circular N.O. 194: Appendix 1.

⁶ LGEB Survey: Part 1, paragraph 16.

⁷ *Ibid.*: Table 3, Boys 3,554; Table 10, Girls 4,353.

⁸ 'Town and County Hall: Problems of Recruitment and Training': page 16.

⁹ See Chapter III: Table 3/1.

¹⁰ Appendix F: Table 4.

¹¹ Figures for new entrants in to the General Division in the years 1962–1964 in the sample are shown in Document 2 in Appendix C (Table 18).

technical trainees, we may judge that they represented about 1.8 per cent. of established posts for qualified professional and technical staff. In the twelve months ending in August 1964, 2,791 officers in this category left local government service other than on death or retirement. The recruitment of graduates and diploma holders was quite inadequate to replace them. We have no reliable figures to show to what extent school leaver trainees if added to the graduate entrants would offset the loss. Further we know that the number of posts which had been unfilled for six months or more on 31 August, 1964 was 5,326 or nearly five times the intake of graduates and diploma holders over the three-year period. These figures do not include administrative officers of whom there were 11,230¹² in the sample in posts graded in the APT Division. There are no indications that the recruitment of graduates from universities or colleges is making any impression on the overall staffing situation for professional and technical posts.

243. We have also heard it argued that local government should get its 'fair share' of graduates. We do not know what the 'fair share' is. Appendix F, Table 1 has been extracted from the returns of the University Grants Committee for 1963-1964 and 1964-1965. It will be seen that the number of graduates in Great Britain entering local government (excluding teaching) or the hospital service expressed as a percentage of all those who graduated in that year is small. For example:

- (a) 2.7 per cent. of the 1963-1964 men graduates in arts and social studies¹³ went into local government or the hospital service; of these the majority went into local government; 4 per cent. of the 1964-1965 men graduates went into these forms of employment.
- (b) 3.5 per cent. of the 1963-1964 women graduates in arts and social studies¹³ went into local government or the hospital service; the corresponding figure for 1964-1965 graduates was 5.3 per cent.
- (c) 147 of the 180 men graduates (1963-1964) in applied science entering local government or the hospital service were civil engineers; the corresponding figures for 1964-1965 were 145 of 181.

244. Although the number of direct entrants into local government from the universities is small, and as a percentage of the total entry insignificant, we cannot argue the cause for the university entrant on figures alone. The case for recruiting young people from the universities rests primarily on the fact that an increasing proportion of young people will take a course of full-time higher education. However inadequate the recruitment of the graduate may be now, the staffing situation is likely to be more serious if local authorities do not recruit far more graduates than they have in the past.

Where graduates go in local authorities

245. Appendix F, Table 2 gives an analysis of the departments in which the 1958-1960 and the 1962-1964 graduates and diploma holders were placed. The percentages of graduates going to various departments must be related to the establishments of qualified, and partly qualified, professional or technical staff and this is done in Appendix F, Table 3.

¹² Document 2 in Appendix C (Table 5).

¹³ Which include amongst other subjects commerce, economics, law and psychology.

246. LGEB observed that the majority of the direct entry graduates and diploma holders had a degree which was directly relevant to the professional or technical work of the department entered. LGEB showed that the closest relationships were:

- 97 per cent. entering Clerks' departments had degrees in law;
- 97.5 per cent. entering engineering, planning or surveying departments had degrees in engineering, architecture or geography;
- 92 per cent. of the entrants to social welfare departments possessed degrees or diplomas in social science.¹⁴

247. Our enquiry conducted in 1964, and which related to the direct recruitment of graduates and diploma holders during the period 1962-1964, enabled us to show the relationship between the degree subjects of the graduates and the diploma holders and the departments they entered in rather more detail. Appendix F, Table 4 shows this relationship.

248. Graduates and diploma holders fall into three categories:

- (a) those whose academic qualifications have little or no bearing on the profession which they are going to enter;
- (b) those whose academic qualifications exempt them from stages in professional examinations;
- (c) those whose academic qualifications in effect confer a professional qualification.

It will be seen from Appendix F, Table 4 that, when the numbers of qualified staff are analysed by departments and are compared with the number of graduates going direct from university or college to the departments, the comparisons show wide variations. On the one hand there are the extreme cases where the proportion of graduates and diploma holders going into certain departments is very high; this applies to the Clerk's department and to children's, planning and libraries' departments. At the other extreme the proportion of graduates going direct into health departments is very small.

249. Appendix F, Table 4 shows that the following departments recruiting direct from universities and colleges attracted graduates who had degrees which were in the main related to the profession of the department:

Engineers'	77 per cent.
Clerks'	74 per cent.
Architects'	74 per cent.
Children's	68 per cent.

In Treasurers', education and libraries' departments, and to a lesser extent, planning, the subject of the degree was not so relevant to the work of the department and in any case accountancy and librarianship have only recently been developed as subjects for academic study at university level.

¹⁴ Only one-third of these graduates and diploma holders were qualified social workers by virtue of their academic qualifications.

250. Where the proportion of graduates and diploma holders is high in relation to the departmental establishment, we draw the following tentative conclusions:

- (a) graduates tend to have degrees which are of direct relevance to the professional work of the departments;
- (b) the school leaver is not generally used as a trainee for professional qualifications relating to these departments, and reliance is placed much more on the graduate entrant;
- (c) in the case of planning, libraries' and children's departments the work seems to be attractive in itself and, except in the case of librarians, local authorities are the principal employers.

251. As regards the other departments and professions, we have the following comments:

- (a) **Treasurers'.** The nature of the degree is not important at present. When accountancy becomes more generally a university subject doubtless recruitment of graduates will become more specialised.
- (b) **Education.** It is not to be expected that education departments would recruit a high proportion of people direct from the universities because of the requirement that certain officers should have teaching experience.
- (c) **Health.** The low level of graduate recruitment on leaving the university is partly due to the fact that large numbers of qualified staff in health departments (e.g. nurses, midwives, public health inspectors) do not need to have university qualifications; further these professional services are not ones which graduates normally enter.
- (d) **Engineers'.** These departments have one of the highest establishments of professionally qualified staff, but they do not attract many graduates direct from universities and are particularly dependent on the school leaver trainee or on recruitment from outside the service.
- (e) **Welfare.** The low intake from the universities and colleges is in marked contrast with the high level of graduate recruitment to children's departments.

Some difficulties in recruiting graduates

252. There are difficulties facing local authorities in the recruitment of graduates; not only are they three years or more older than school leavers and therefore more mature and more selective in their attitudes towards careers, but there are many other attractive forms of employment open to them. Further, graduates will generally need training for their professions and therefore they are expensive for the local authority in relation to the initial contribution they can make to its work.

CONCLUSIONS

253. The staffing situation in local government is likely to become more serious unless local authorities recruit far more graduates than they have in the past as trainees for professional and administrative posts. But recruitment of the able school leavers who may still be available should continue and they should be given every opportunity to obtain administrative or professional qualifications while in the service of their authority. In the next chapter we emphasise that,

after qualification, the school leaver entrant must rank equally with the graduate. It will still be necessary to recruit school leavers without high educational qualifications for posts which do not demand professional and administrative qualifications.

254. We recommend that:

- (a) local authorities should continue to recruit able school leavers who may be available and give them every opportunity to obtain administrative and professional qualifications;
- (b) local authorities should recognise the growing need to recruit graduates as trainees for professional and administrative posts and the dangers of not doing this.

SUMMARY OF RECOMMENDATIONS

- (31) Local authorities should continue to recruit able school leavers who may be available and give them every opportunity to obtain administrative and professional qualifications (para. 254(a)).
- (32) Local authorities should recognise the growing need to recruit graduates as trainees for professional and administrative posts and the dangers of not doing this. (para. 254(b)).

CHAPTER VI

Careers and Prospects

ROUTINE CLERICAL AND MACHINE OPERATING WORK (INCLUDING THE EFFECT OF COMPUTERS)

255. NALGO in their written evidence said 'with the introduction of computers and other machines . . . the need for clerical staffs to carry out routine work is diminishing and the process will continue. The primary need of the service, therefore, is to recruit officers who wish to make a progressive career in local government and are capable of doing so. Recruitment of school leavers for this category of staff should be restricted to those who have the basic entry requirements of the professional examinations recognised for promotion in the local government service.' This view requires further consideration.

256. There are routine duties to be performed in local government offices which do not require high educational qualifications; it would be idle to expect young people with 'basic entry requirements' for the professions to be content with this type of work, and it would be wasteful of their abilities to employ them on it even if they could be recruited. IMTA in written evidence on computers told us that ' . . . as far as administrative and clerical staff are concerned, there seems little doubt that the full use of computers . . . will lead to a substantial reduction in the number of staff engaged on purely routine clerical work'.¹ The Ministry of Labour in a study 'Computers in Offices'² pointed out that the work of offices was affected by automatic data processing (ADP) in different ways according to the way in which it had been done before:

'The greatest changes occur when the transition is from clerical methods, because in these circumstances it is usually necessary to set up a machine section to punch and verify cards or paper tape, for which work mostly women are recruited. The clerks displaced often come from the more routine jobs, but they may be retained as machine operators, either on data preparation or in the computer room. The change-over from a system based on punched cards normally requires much less re-organisation. The machine operators on data preparation mostly continue with little alteration in their work and the displacement of clerks tends to be less. In these circumstances, broadly speaking, much of the alteration in the nature of work will have been experienced at an earlier stage when the change-over was made from clerical to punched card procedures. Sometimes an ADP system takes over from keyboard accounting machines, and then the machine operators may be retrained for punching cards or tape for the new system. Occasionally it is necessary to offer typists similar retraining when a job such as invoicing or billing is transferred to ADP.'³

¹ IMTA also expressed the view that for 'operating staff' (for computers) 'recruits of a good GCE 'O' level standard are required. In other words persons of a somewhat higher educational standard than the minimum of three GCE 'O' level subjects accepted at present for general clerical recruitment'.

² Ministry of Labour Manpower Studies No. 4 (1965).

³ Ibid.: Chapter II, paragraph 2.

257. The Ministry of Labour study emphasised that it was difficult to isolate the effect of introducing ADP on the number of staff employed; amongst other factors, many computers were installed by organisations which were expanding their business. The Ministry's study found that the net effect during the course of the installation of the average computer project was an overall rise in the total number employed in the office by about 8 per cent. In the part of the office directly affected by ADP the number of staff fell by about 10 per cent.; in the part of the office not directly affected by ADP, numbers rose by about 12.5 per cent. Although the reduction in the part of the office directly affected by ADP was mostly among female staff the overall effect in offices was still to produce a rise in their numbers.⁴

258. In some local authorities supervisory clerical work is done by officers in the APT Division the first two grades of which correspond roughly in salary with Grades II and III of the Clerical Division under the Scheme. We think that there ought to be a clear distinction between the Clerical and APT Divisions, as indeed the Scheme provided, and that supervisory clerical work should not be graded in the APT Division. The Revision provides for four grades in the Clerical Division,⁵ and, above Grade I, for the inclusion of supervisory posts in larger or more important sections of clerical work. The Revision does not prescribe qualifications for any of the four grades, and provides for promotion 'to posts in Clerical Division Grades II, III and IV to be on merit'.

259. The Revision still treats shorthand, audio and copy-typists, machine operators and senior typing and machine staff and secretaries as a separate category from the Clerical Division. They have their own salary scales which start at the same level as the bottom of Clerical Division Grade I and break off at various points on Clerical Grade I scale. We see little virtue in separate scales for these staff who could well be in the Clerical Division at salary levels to accord with the nature of their duties and responsibilities. A proliferation of grades makes it more difficult to convey career information to potential recruits.

260. Our conclusions are that:

- (a) There will be a continuing need in local authorities for routine clerical work, although to an extent which cannot be gauged certain routine clerical work will be displaced by routine machine operation (including computer operation). It is questionable whether there will be any fewer employees in the service of local authorities doing routine work though the nature of this work will change.
- (b) This routine work, whether clerical or machine operating, needs competent people to perform it but it does not demand a high educational qualification; this work is likely to be done in the main by people who do not seek a long unbroken career in local government service; many of them will be girls and married women returning to full- or part-time employment.
- (c) In routine clerical or machine operating work, skills are quite quickly acquired and long term experience does not necessarily add to the quality of the officer's work. There is therefore no advantage in providing long scales with many increments designed to reward additional responsibility and the more effective contribution which long experience brings.

⁴ *Ibid.*: Chapter II, paragraphs 5 and 6.

⁵ Details in Appendix E.

261. We recommend that:

- (a) In the interests of efficiency, salary scales for clerical workers should be short.
- (b) Typing and machine operating staff should be in the Clerical Division at salary levels to accord with the nature of their duties and responsibilities.

THE TRAINEE GRADE

262. Although there may well be school leavers with minimum educational qualifications who are content to do routine work and who do not wish to make a career in local government, those who are in the words of the Scheme 'better qualified entrants'^a should generally be regarded as trainees and encouraged to study for those professional, administrative and technical qualifications which can be taken whilst in the service of a local authority. The number of these young people may decline for the reasons we have already given; so long as they are available local authorities should seek to recruit them. Better publicity will be needed to attract these young people and employing authorities should be at pains to point out the opportunities for training and for careers which exist. Authorities will also need to provide incentives to stimulate entrants to gain professional qualifications as soon as possible.

263. We have already drawn attention to the fact that the Scheme did not itself make provision for a trainee grade; trainees were included in the General or Clerical Division. Further, although the Scheme provided for selected 'better qualified entrants' to be offered a guaranteed progression to a grade not exceeding APT Grade II, this progression covered 18 steps and did not provide an incentive to early qualification.

264. The Revision introduces an administrative and professional trainee grade⁷ which will replace the special entry arrangements referred to above. The salary scale for the trainee grade ranges from £365 to £1,220 over 21 steps. The Revision requires authorities to fix a commencing salary which has regard to the trainee's educational standard, experience and age. Trainees for certain professions, however, may not proceed beyond £1,060;⁸ experience will show whether this restriction will have a detrimental effect on recruitment to the professions concerned. The Revision prescribes minimum salary points within the scale for trainees when they pass 'intermediate' and 'final' examinations (in cases where immediate promotion outside the trainee grade does not occur).

265. We welcome the introduction of a trainee grade; but the trainee grade proposed in the Revision is open to the following criticisms:

- (a) Although the Revision provides for transfer of a trainee to a clerical or technical grade if he does not pursue his studies satisfactorily, it does not provide for the passing of professional examinations within periods to be prescribed by local authorities; the long span of the proposed grade might convey the impression that progress was assured irrespective of examination successes.
- (b) The Revision specifically excludes trainee technicians from the trainee grade; we believe that study for technical qualifications, many of which

^a The Scheme: paragraph 26(f) (iii).

⁷ Details in Appendix E.

⁸ For example, public health inspectors, librarians and child care officers.

are at a comparatively high level, should be recognised and that technician trainees might well be placed in appropriate positions in the trainee grade.

266. Our conclusions are that the trainee grade would be improved if:

- (a) emphasis were placed on the need for local authorities to provide for trainees a short incremental scale within the grade; some flexibility would be necessary in devising the scales to allow for the differing periods of training demanded by professional institutions and for the varying circumstances of local authorities themselves;
- (b) in order to attract young people of ability, salary scales paid in the trainee grade were made comparable with those paid by other employers to those undertaking training for similar qualifications;
- (c) conditions of acceptance to the trainee grade provided for the passing of professional examinations at prescribed times, due allowance being made for extenuating circumstances in cases of failure.

Equality of treatment for school leavers and graduates on passing professional examinations

267. An increasing number of entrants to the local government service will be graduates or diploma holders. Appropriate academic qualifications may confer exemption from certain professional examinations at intermediate level. Although local authorities will increasingly look to graduates to staff the AP Division, we recommend that the prospects of the school leaver trainee when he has qualified should be the same as those of his graduate counterpart.

Graduates and diploma holders and the trainee grade

268. Our enquiry in 1964 showed that, of a sample of 1,136 graduates and diploma holders recruited direct in 1962/1964, 9 per cent. were placed on the General Division, 50 per cent. on APT Grades I or II or I/II, and 25 per cent. in the social welfare grades.* The appointment of graduates to the General Division seems to us unfortunate, and, although our figures do not show it, it is likely that recruitment of graduates generally was prejudiced by some authorities offering only General Division status. The levels of reward for those who were appointed to the APT and social welfare grades seem to us adequate. We know that in the cases of trainee planners, engineers and architects a number of authorities place graduates on APT III or IV; this reflects the supply and demand position in these professions as well as the contribution which an officer with a degree in a vocational subject is able to make to the work of the authority even when under training. We note that under the Revision graduate trainees will enter the new trainee grade at a level which takes into account their higher educational qualifications and we think this is right.

THE TECHNICIANS AND TECHNICAL STAFFS DIVISION

269. The Scheme recognised partial professional qualifications by allowing local authorities to appoint unqualified officers to APT Grades I or II; it did not recognise any special sort of training or expertise short of professional qualifications. Basically the Scheme provided for a fully qualified professional service. There was no recognition of a less qualified supporting grade. However, the

* Appendix F: Table 5.

Revision provides for a Technicians and Technical Staffs Division¹⁰ divided into six grades to cover officers undertaking work of a technical nature which requires a special kind of training or expertise but does not need to be done by officers with a full professional qualification. The Revision expects the Division to include draughtsmen, clerks of works, building inspectors, architectural technicians, engineering technicians, planning technicians, laboratory/work-shop technicians, etc. The Revision does not propose that qualification requirements should be specified for these grades.

270. In Chapter IV we emphasised the need for a wider use of technicians in local government because there was a danger in professional departments of misusing valuable specialist manpower; we pointed out that this was not confined to the strictly 'technical' departments. Many school leavers, with much to contribute to the work of local authorities but perhaps unwilling or unable to take the full range of professional examinations, might be glad to enter local government service if there were available to them a recognised career below the professional level. With the increasing complexity of professional knowledge and qualifications, the need for technicians or subordinates doing work immediately below the professional level becomes more acute.

271. We therefore welcome the introduction of the Technicians and Technical Staffs Division but in our view:

- (a) The grade to which an officer is appointed within the Technician Division should depend on the measure of training he is required to undergo, the degree of expertise involved and the degree of responsibility entailed.
- (b) Technician trainees should be placed on the trainee grade in cases where their courses of study makes this appropriate.
- (c) In the Technician Division, incremental scales are justified in order to recognise the improved contribution made by the officer as a result of experience; at the same time incremental certificates should be regarded as realistic assessments of the officer's worth.
- (d) In order to economise in the use of professionally qualified officers, there is need for all professions to be examined to see to what extent officers in the technician category can be employed to advantage.

CAREERS AFTER QUALIFYING

272. The Scheme laid down minimum gradings for officers who had obtained professional qualifications. For example:

Administrative staff—APT III;

Solicitors, finance and architectural staffs, engineers and planners—APT III/IV or IV.

There were individual scales for special classes (inspectors of weights and measures, public health inspectors, social welfare, mental welfare and child care officers). In practice however some authorities place their qualified staff at positions considerably higher than the minima. In the same way architects, engineers and planners are often placed on the lettered scales on completion of qualifications. Practice is governed by the supply and demand situation and by the responsibilities of the authority.

¹⁰ Details in Appendix E.

273. There is no provision in the Scheme for a long career on one salary scale but rather a number of individually graded posts in each authority. After his initial appointment, the professional officer can aspire to more senior positions by seeking appointments of greater responsibility or more highly graded in other authorities.

274. Many witnesses referred to the need for 'firm career prospects' and said that the absence of a local government career, in the sense in which one can speak of a career in the civil service, was a serious handicap in a highly competitive world. 'A career grade' is a phrase which has assumed common currency in local government. It recognises the inadequacy of the arrangements under the Scheme which related a post to a grade and provided only a limited progression of 5 or 6 increments in the grade. A career grade provides an assured progression in a grade over a longer term; it reduces the emphasis on grading a post and places greater emphasis on retention of the officer. A number of local authorities have instituted what amount to career grades.

275. The advantages of the career grade are:

- (a) the entrant knows exactly where he stands for a number of years after qualification;
- (b) if officers are on a standard career grade irrespective of the authority they serve, it may assist smaller authorities to attract and retain staff;
- (c) the entrant knows that he will not have to move from the authority to seek higher reward but can stay and have, up to a certain level, an assured line of progression;
- (d) the local authority by offering an attractive career grade is not faced with the problem of the officer (whose training costs it may well have met) leaving soon after qualification in search of better things.

276. The disadvantages of the career grade are:

- (a) an employing authority may be paying more and more for the services of an indifferent officer;
- (b) some authorities may not be able to pay the salaries which staff at the top of the scale would command but may still be paying more than the officer's responsibilities justify;
- (c) a standard career grade would equate the salaries of officers belonging to professions in which there was an acute shortage with those of officers in which the shortage was not acute; whereas the present system in effect allows the authority to grade posts as it will, in response to supply and demand.

277. The Revision provides for two sets of career grades:¹¹

- (a) For those officers who are in the earlier years of their qualified service it allows for grading in any one of three grades or in a combination of them which can be justified in relation to the work performed; (if the three grades were combined this would provide a career grade of 12 steps).
- (b) For more senior administrative and professional posts filled by officers both fully qualified by examination and experience in administrative or professional work it provides for a 'senior administrative and professional grade' of 7 steps which is in effect the combination of the present grades APT B and C.

¹¹ See Appendix E.

In addition, the Revision provides for two 'principal officer ranges' each with 9 steps, the first of which is in effect the combination of grades D, E and F and the second the combination of grades G, H and I; it also provides that local authorities should be free to fix appropriate scales for each post covering five consecutive incremental points from either of these ranges.

278. We agree with the principle of career grades but we have the following particular suggestions to make:

- (a) Any career grade should be of sufficient length to carry an officer from the time he qualifies to a notional time by which, if he is the type who merits promotion, he should have achieved it. This might be over a period of ten or at most twelve years, but we appreciate that some authorities may not be able to afford a career grade of such a span. This is not to say that an officer might not move above the initial career grade before the expiry of this period but it means that, at the minimum, he can expect this progression. We believe that progression over such a period would assist recruitment, though this cannot be demonstrated with any certainty.
- (b) Appointment to a career grade should be by selection; it should not be regarded as automatic on achieving a qualification.
- (c) Progression through a career grade should not be automatic; the very existence of a career grade makes it all the more important that reporting officers should realise their responsibilities and act accordingly.
- (d) The proposals for the creation of a senior administrative and professional grade and for the two ranges for principal officers, amount to consolidations of existing grades. These developments are an improvement, in so far as the number of grades is reduced and the complexity of grading of posts is diminished.

279. We have stressed on various occasions in this Report that, although many staff are covered by the APT grades in the Scheme, others are covered by ad hoc gradings under the Scheme (namely inspectors of weights and measures, public health inspectors, social welfare, mental welfare and child care officers); others are covered by separate schemes (for example, medical officers, dental surgeons, nurses, midwives, staffs for children's homes). We think that, in the collective bargaining arrangements applying to the latter group of officers, consideration might be given to the advantages offered by prescribing suitable career grades.

SUMMARY OF RECOMMENDATIONS

- (33) In the interests of efficiency salary scales for clerical workers should be short (para. 261 (a)).
- (34) Typing and machine operating staff should be in the Clerical Division at salary levels to accord with the nature of their duties and responsibilities (para. 261(b)).
- (35) The prospects of the school leaver trainee when he has qualified should be the same as those of his graduate counterpart (para. 267).
- (36) We endorse the provision of career grades subject to the reservations set out in paragraph 278.

CHAPTER VII

Recruitment Procedure

SCHOOL LEAVERS

280. The recommendations we have made so far have been designed to:

- (a) encourage the able school leaver to see local government as a form of employment where he or she can be trained for a profession;
- (b) improve the status and prospects of the lay administrative officer in order to attract the school leaver who prefers to train for this type of work rather than for one of the professions;
- (c) provide for some recruits a worthwhile career as technicians working below the professional level;
- (d) attract the married woman who wishes to return to work and young people, especially girls, to employment in local government as clerical workers.

In Chapter IX we make recommendations to increase the attractions of a local government career by improving training arrangements. These recommendations will do little to improve recruitment unless school leavers have a realistic understanding of what local authorities do and of the careers they have to offer.

281. Positive acts are required to develop an understanding of the work of local authorities and to publicise careers opportunities. NALGO in their written evidence said that the majority of school leavers and their parents 'look on local government service as essentially humdrum, subjected to constant restriction and controls, offering little challenge or satisfaction, and giving limited scope to the spirit of adventure and idealism or to the longing for personal achievement which enterprising youth expects a career to satisfy'. In an attempt to correct this erroneous impression of the work of local authorities and to encourage interest in the services which they provide we recommend that local authorities consider offering an extension of talks and lectures on local problems and developments to the schools. Some authorities already give senior pupils the opportunity of gaining a first hand impression of the careers open to them by arranging holiday attachments on a pocket money basis and we recommend that more local authorities should adopt this practice.

282. Both the youth employment officer and the schools' careers masters have a part to play in advising on choice of careers. But in their eyes the local authority is just another employer and there is no overriding reason why they should press the claims of local government service rather than any other employment. There is therefore a need for individual authorities to ensure that their officers maintain contact with careers masters in local schools and with youth employment officers. There should also be some central organisation in local government which would arrange to keep careers masters and youth employment officers abreast of developments in local authorities. This is a subject which we discuss in greater detail in Chapter X. We recommend that officers responsible for

recruitment should maintain contact with careers masters in local schools and with youth employment officers; these contacts should be supplemented by publicity for local authority careers organised on a national scale.

283. Our enquiry showed that authorities mainly used local advertisements and the youth employment service as means of bringing vacancies to the notice of school leavers.¹ School leavers must be made aware of the career opportunities which local authorities have to offer but clearly authorities cannot take advantage of their position as local education authorities to conduct direct recruiting campaigns in the schools. They should therefore prepare suitable publicity material, with emphasis on what employment has to offer in terms of salary, training and prospects, in an attractive and assimilable form and make it available to headmasters, career masters and youth employment officers. Authorities should welcome invitations from headmasters and youth employment officers to give talks to senior pupils to supplement the information contained in the written material. The impersonal small-type advertisement in the local press may not be good enough to compete with other employers who use display advertising in the newspapers and distribute attractive career brochures. Another factor to bear in mind is that schools and youth employment officers encourage pupils to consider their future careers well before they leave; authorities which delay their approaches until the summer term are likely to find that most pupils have already decided what they want to do. **We recommend that local authorities should pay careful attention to the timing of their approaches to school leavers and to the quality of their advertisement and publicity material.**

284. Some authorities may not have the resources or may be too isolated to mount effective recruiting campaigns. We know that arrangements have been made by some county authorities to conduct joint campaigns with district authorities. In Chapter X we develop a case for joint staffing arrangements between authorities and these include recruitment.

RECRUITMENT FROM UNIVERSITIES AND COLLEGES

285. The establishment of trainee and career grades will, we think, improve the chances of recruiting direct from universities and colleges and it is therefore of great importance that these developments should be publicised amongst undergraduates choosing a career. As the majority of undergraduates seek the advice of the secretary of their university appointments board, it is imperative that local authorities take steps to convince the appointments boards that local authorities have worthwhile careers to offer. From the enquiries we have made from some of the boards it is clear that this is not always done.

286. **Conferences.** If conferences can be arranged either nationally or regionally or both between local government officers and the secretaries of the appointments boards, they will facilitate the exchange of information and give invaluable opportunities for discussion. It would be necessary to plan the conferences well ahead and they would need to be followed up by exchange of visits between individual secretaries and local authorities.

¹ See Document 2 in Appendix C (Table 19).

287. **Information.** There is a need to provide suitable literature addressed specifically to graduates giving a comprehensive picture of the working of local government and of individual local authorities, and explaining where the graduate fits into this picture. The literature should set out plainly details of the training to be offered to the graduate, both practical and academic, and the prospects which are available. In addition to the literature of a general nature more detailed information about the work of the individual service is most important. Individual local authorities should produce factual information about themselves together with details about specific vacancies, stating clearly the type of work on which the new recruit would be employed during training, the training facilities which are offered and the salary scales.

288. **Timing of notifications.** Authorities' requirements should reach university appointments boards before the Christmas prior to the summer when the graduates will become available. Many appointments boards produce vacancy lists during the Christmas vacation for distribution to undergraduates at the beginning of the spring term.

289. **Talks to undergraduates.** Many appointments boards arrange for a series of careers talks to take place in the autumn term. It is highly desirable that local authorities themselves should, by arrangement with the universities, organise talks by competent speakers on careers in local government. There is a case for the careful planning of career talks by some central body speaking on behalf of local government as a whole; we return to this topic in Chapter X.

290. **Visits by students to local authorities.** If, during an interview with a secretary of an appointments board or as a result of visits by local authority officers, a student becomes interested in a career in local government it would be very helpful if arrangements were made for him to visit a local authority during the vacation.

291. **We recommend that:**

- (a) Local authorities and/or some central organisation speaking for local government as a whole should develop direct contacts with the university appointments boards and their undergraduates through conferences, the provision of information, talks to undergraduates and visits by undergraduates to local authorities.
- (b) Local authorities should take particular care about the timing of approaches to secretaries of appointments boards and to undergraduates.

292. Colleges and institutions of technical education do not, as a rule, have appointments boards because their students normally already have their connections with industry and commerce. It is hoped that in future with the integrated courses provided for local authorities' trainees (particularly if the CNA award in public administration now under discussion becomes a properly integrated sandwich course of degree level and is taken up by the local authorities) the need for recruitment in the last year of the course would not arise. But nevertheless the increase of CNA courses which are college based may well point the way to the need for some body or person to assist students in their choice of career—in which case it is imperative that local authorities should make the approach just as they would to universities, and similar arrangements

should be developed for conferences and information. The timing of notifications and talks to undergraduates may well differ from most universities in that sandwich courses are not all timed in the same way as a normal university year. Until such arrangements are made we recommend that local authorities should establish close contacts with the registrars of the colleges and the future polytechnics.

SUMMARY OF RECOMMENDATIONS

- (37) Local authorities should consider offering an extension of talks and lectures on local problems and developments to the schools (para. 281).
- (38) Local authorities should consider giving senior pupils the opportunity of seeing local authority work at first hand by means of holiday attachments (para. 281).
- (39) Officers responsible for recruitment should maintain contact with careers masters in local schools and with youth employment officers; these contacts should be supplemented by publicity for local authority careers organised on a national scale (para. 282).
- (40) Local authorities should pay careful attention to the timing of their approaches to school leavers and to the quality of their advertisements and publicity material (para. 283).
- (41) Local authorities and/or some central organisation speaking for local government as a whole should develop direct contacts with the universities and their undergraduates through conferences, the provision of information, talks to undergraduates and visits by undergraduates to local authorities (para. 291(a)).
- (42) Local authorities should take particular care about the timing of approaches to secretaries of appointments boards and to undergraduates (para. 291(b)).
- (43) Local authorities should establish close contacts with the registrars of technical and similar colleges and the future polytechnics. (para. 292).

CHAPTER VIII

Management

293. Although management has long been systematically taught and studied in the United States of America it is only recently that appropriate teaching and university qualifications have existed in this country. Commercial and industrial undertakings attribute enough importance to management training to run 'staff colleges' for the instruction of their senior staff. In local government, as the professional officer gains experience and seniority he tends to become less concerned with the direct application of professional and technical skills and increasingly concerned with organisation and management. Principal officers, and in many cases their immediate subordinates, have to exercise management responsibilities; they should therefore receive training in management at an appropriate stage in their careers.

DEFINITIONS

294. The terms 'manager' and 'management' are variously interpreted. In the context of this chapter management means getting things done through other people. It involves the setting of objectives and planning how these objectives are to be achieved; the organisation and harmonising of the work of various individuals and groups of people; the control of costs and the appraisal of results. Throughout this process there are innumerable decisions to be taken at various levels of responsibility. The manager's task is to define and analyse problems and having decided on the best solution to take effective action. It is his responsibility to promote efficiency, to encourage innovation, to give effective leadership and to ensure that his staff are fully and profitably employed.

295. Not all senior posts in local government make the same demands on managerial skill. There are differences not only according to the level of responsibility within a department but also between departments and between types of authority. The responsibilities of the Borough Engineer, for example, of a large county borough council vary considerably, in range if not in essence, from those of the Engineer in the service of a rural district council. But both are managers as both have to organise work and control staff. The County Treasurer and the County Education Officer have widely differing responsibilities. The County Education Officer is responsible for a large group of staff both at headquarters and in the field, which includes among others headmasters, educational psychologists, laboratory assistants and caretakers, many of whom are scattered in small groups throughout the county. The County Treasurer, though he may have staff which is more concentrated and fewer in number than that of the County Education Officer, has equally complex tasks of organisation and control. Management tasks are not identical and the management training which officers should receive may vary accordingly, although the extent of this should not be exaggerated. We deal with management training in Chapter IX.

296. It seems likely that the complexity of the tasks facing managers in local government will continue to grow. A period of rapid technological change is accompanied by calls for new and improved services. Social work in particular is changing and increasing; the fabric of many of our cities has to be replaced or renewed; children are to have a longer school life and for many of them higher education will mean a place in a college managed by a local education authority rather than one in a university. There is a trend towards larger local authorities. These developments will demand from principal officers and their immediate subordinates great skill in planning and organisation and in leadership. Further, these demands are being made when resources of money, materials and manpower are in short supply. Some technological developments, for example the more widespread use of computers, will bring some savings in time and labour for those engaged not only in routine clerical work but also in certain aspects of professional work. All this emphasises the importance of management services, which we discuss later in this chapter.

THE USE OF STAFF

297. Officers must be employed fully in accordance with their abilities, and opportunities given for them to develop their talents. This is a matter of vital concern, not only to the staff themselves and their employing authorities, but also to the nation at this time of a general shortage of labour, and particularly of skilled labour. It is a problem requiring constant and constructive attention. The wasteful use of manpower is just as serious as the under employment of a costly piece of machinery or as an undeveloped building site. We make recommendations about the way local authorities should handle staffing matters in Chapter XI. It is enough to say here that the principal officer of each department is responsible for the work of that department and it is for him to determine the extent and content of delegation to the senior staff of the department and the methods of supervision required to maintain the welfare of the staff and the efficiency of their work.

The training of staff

298. Arrangements should be made by the principal officers for the training needs of employees to be continuously assessed, specialist advice being sought where necessary. A full training of staff implies more than the provision of formal training courses, though these are important; the planned movement of certain categories of officers within the department, and in some cases between departments, is equally necessary so as to ensure that they are exposed to new challenges and gain wider experience.

Allocation of work

299. In the constant search for greater efficiency and for innovation, the principal officer must be concerned not only with fixing the total number of officers employed but also with the allocation of work between different groups of them. In oral evidence NJC (Employers) told us that the creation of a technician class would involve close examination of a department's work in order to isolate the tasks the technician could carry out; they thought that some professional officers would need to be persuaded they ought to undertake this

additional burden so that professional staffs would be relieved of 'non-professional' duties in their own interests as well as to the benefit of the service. In Chapter IV we pointed out that many benefits would flow from the widest possible use of technicians and lay administrative officers so as to permit the fullest use of scarce professional manpower and to give better opportunities and greater satisfaction to other groups of staff.

The setting of standards

300. Finally it is the principal officer's task as a manager to set standards of performance, to call to account those who fall below them and to ensure recognition of those whose work is outstanding. This involves among other things the formulation of a consistent and acceptable promotion policy. Above all it demands the ability to establish good communications with subordinates and to analyse their performance accurately and objectively. Staff management and welfare are essentially tasks for each head of department but he should also have access to specialist advice and we develop this point in Chapter XI.

301. Our conclusions are that principal officers rarely receive any formal training in organisation, in the process of decision-making or in the efficient use of staff and in the development of its capabilities. The capacity of a principal officer and his immediate subordinates to manage a department (in this sense of organising, making decisions and managing staff) ultimately depends on officers' natural abilities and the extent to which they are able to take advantage of experience; but formal study of management can assist them to carry out their work more efficiently. We therefore recommend that local authorities, whilst recognising the importance of the experience which officers gather in the course of their careers, should also recognise the need for their officers to receive formal training in management.¹

MANAGEMENT AIDS OR SERVICES

302. Savings in time and labour can be achieved by the proper use of what have come to be known as the management services, which are described below; they are part of the manager's equipment. We have pointed out that technological change will make new demands on officers exercising managerial responsibility. These officers can be helped by being given, more quickly, detailed and accurate information on which to base decisions. We recommend that local authorities, individually or jointly, should make greater use of management services not only to assist decision making but also to enable scarce resources, particularly of staff, to be used to the full.

303. Management services fall into the following main categories:

- (a) **Operational research** has been described as 'the attack of modern science on complex problems arising in the direction and management of large systems of men, machines, materials and money in industry, business, government and defence. The distinctive approach is to develop a scientific model of the system, incorporating measurements of factors such as change and risk, with which to predict and compare the outcome of alternative decisions, strategies or controls'.²

¹ The organisation of management training is dealt with in Chapter IX: paragraphs 373-380.

² Council of the Operational Research Society: quoted by Mr. F. A. Mee in paragraph 51 of his paper on productivity and the range of management services for the second Harrogate Conference on Management Services in Local Government (1965).

- (b) **O. and M.** is usually applied to administrative problems and to clerical work: it enables questions of organisation and of office procedure to be examined by staff who are not burdened with the daily duties and routines of departmental organisation. It aims to deal with the growth of paper, but 'the central aim' is of 'simplification, of creating an organisation geared exactly to the purposes of the business, and methods which ensure that managerial requirements are met as economically as possible'.³
- (c) **Work study** is defined in British Standard 3138 as 'a generic term for those techniques, particularly method study and work measurement, which are used in the examination of human work in all its contexts and which lead systematically to the investigation of all the factors which affect the efficiency and economy of the situation being reviewed, in order to effect improvement'. Work study is very much concerned with productivity, particularly in the context of the manual worker.
- (d) The **computer** has the following salient features:
- (i) the ability to store a mass of information;
 - (ii) the ability to manipulate rapidly large masses of data and, in particular, to make logical decisions in accordance with the instructions given to it, and to be selective in the information it produces;
 - (iii) rapid means of accepting data, performing calculations and presenting the answers.⁴

304. The Local Government Work Study Group submitted the following table to show the extent to which O. and M. techniques were used in local government in March 1964. No later information is available.

TABLE 8/1
Local authorities—use of O. and M.

Type of Authority	No. of Authorities	No. who have used or are using O. and M. ⁵	Percentage
Counties	62	46	74
County Boroughs	83	50	60
City of London and Metropolitan Boroughs	29	28	97
Non-County Boroughs	317	91	29
Rural Districts	474	37	8
Urban Districts	564	67	12

³ Mr. Mee's paper: paragraph 41.

⁴ An extract from information supplied by IMTA on the effects of computers.

⁵ The numbers of authorities given in Tables 8/1 and 8/2 as having used or using O. and M. and work study include authorities who do not employ specialist staff themselves but have used the services of consultants or large neighbouring authorities or who have joint arrangements with other authorities.

The following table shows the number of authorities which had used or were using work study in March 1964.

TABLE 8/2
Local authorities—use of work study

Type of Authority	No. of Authorities	No. who have used or who are using work study ^a	Percentage
Counties	62	19	31
County Boroughs	83	54	41
City of London and Metropolitan Boroughs	29	12	41
Non-County Boroughs	317	66	21
Rural Districts	474	32	7
Urban Districts	564	66	12

306. It is likely that only a few of the larger authorities have undertaken operational research for themselves. However, in paragraph 308, where we deal with joint arrangements made between authorities for the various management services, we give details of the support given to the Local Government Operational Research Unit run by RIPA.

307. In a Written Answer to a Parliamentary Question on 27 May, 1966, the Parliamentary Secretary to the Ministry of Housing and Local Government gave some details about computers being used by local authorities or on order. The following is a summary of the information:

TABLE 8/3
Local authorities—use of computers

	Number of authorities (1 April, 1966)	Number using computers	Number with their first computer on order
Counties	58	29	11
County Boroughs	82	30	13
Greater London Council and London Boroughs	34	14	5
Non-County Boroughs	270	12	3
Rural Districts	473	12	1
Urban Districts	538	10	5

A number of authorities included in this table are using a computer under joint arrangements or on a service basis.

308. In addition to the management services established within individual authorities there are a number of joint arrangements of which the following are examples:

- (a) Some local authorities have shared O. and M. teams, for example the Inner London O. and M. Committee, and the Berkshire, Reading and Oxford joint O. and M. Committee.

^a See footnote about Table 8/1.

- (b) The Local Government Work Study Group was formed in 1962 by the National Joint Council for Local Authorities' Services (Manual Workers) and three hundred and thirty-four local authorities belong to it. The objects of the Group are to encourage, consolidate and develop the use of work study and associated techniques.
- (c) In 1965, RIPA established the Local Government Operational Research Unit which is supported by a consortium of the larger local authorities among which are thirty-four county boroughs, thirty-two county councils, the Greater London Council and the London Boroughs Management Services Unit. The Operational Research Unit was to be a research association with a governing board and permanent staff whose main tasks were to be:
 - (i) to undertake studies by operational research methods to assist local authorities in their policy and management decisions;
 - (ii) to make known the results of those studies as widely and as quickly as possible and to give such assistance as may be necessary to the authorities who wish to introduce them;
 - (iii) to co-operate with other research associations in fields related to local government services.
- (d) In 1965 the four local authority Associations, the Greater London Council and the London Boroughs Committee set up a Joint Computer Committee and IMTA has established a Computer Panel consisting of senior officers directly concerned with computer installations in local and public authorities together with representatives of a range of professional and technical officers who use and are developing computer services. The Panel also gives technical advice to the Local Government Joint Computer Committee. The Committee considers among other things:
 - (i) the maintenance of the oversight and co-ordination of computer development in local government;
 - (ii) the means of deciding major matters of policy affecting local government generally as a result of computer applications;
 - (iii) the establishment and maintenance of a close relationship with central government, at ministerial and other levels, on matters associated with computers and their development;
 - (iv) the co-ordination of publicity of the work of local government in this field.
- (e) The IMTA Panel's functions are:
 - (i) the appraisal and development of new procedures and systems which may be of benefit to authorities and public boards;
 - (ii) co-operation with other professional and technical organisations in developing the use of computers;
 - (iii) the constant review of different forms of organisation;
 - (iv) the maintenance of an index of computer applications developed or being developed by local authorities and public boards;
 - (v) the assessment of data processing equipment and services available to local and public authorities.

Organisation of management services within a local authority

309. Management services in local authorities have grown up piecemeal. For example O and M has tended to be associated with the Clerk's department whereas the computer, which originally was used mainly for financial work, is normally in the Treasurer's department.

310. Although there may be advantages in grouping the management services together in one unit, there is no overriding reason why this should be done. We therefore express no opinion on the form of organisation to be adopted, but the Clerk, in discharging his responsibility for the overall efficiency of the authority, will need to assure himself that these services are satisfactorily controlled and used.

Joint and central arrangements

311. In certain circumstances joint arrangements between authorities are desirable and often essential if these expensive and specialised services are to be properly used. It should not be the aim of each local authority, irrespective of its size and responsibilities, to establish for itself the full range of management aids. **We recommend that local authorities with limited resources and responsibilities should enter into joint arrangements in the interests of economy and of closer association between authorities.**

314. We welcome the recent decision of the AMC to set up a Management Techniques Group to consider the formulation of proposals for the wider use of management techniques throughout local government. The Association's Group has taken the view that as the various aids to efficient management are often technically related a central body should be set up to co-ordinate them; it has in mind a body which would take the lead:

- (a) in encouraging co-operative enterprise between local authorities over wide areas;
- (b) in collecting and disseminating information on the practical application of management techniques;
- (c) in serving as a focal point for fostering co-operation and co-ordination;
- (d) in providing expert advice on how to install or develop the management services.

313. There are three bodies, RIPA, the Local Government Work Study Group and the Local Government Computer Committee (with the IMTA Panel), whose intelligence, information and co-ordinating functions overlap to some extent. We do not wish to see the initiative of the professional associations and the other agencies concerned in any way stifled. But we firmly endorse the view of the AMC Management Techniques Group that there must now be more effective co-ordination of effort in relation to the management services if local authorities are to gain full benefit from the future development of these services. **We recommend that the local authority Associations should establish a central body to co-ordinate the resources of the various agencies concerned with the provision of or advice on management services.**

Staff for the management services

314. In Chapter VI we pointed out that the increasing mechanisation of office procedures, in particular the more widespread use of computers, would mean a continued demand for staff to undertake routine work, such as computer operation. It is likely that many computer operators will have to be employed on a shift work basis because of the need to make full use of this expensive machinery. At the same time the management and programming of computers and many other tasks associated with the management services require staff of good quality who wish to undertake skilled work.

315. The senior staff concerned with management services will consist of:

- (a) qualified men who are specialists in systems analysis;
- (b) qualified men who are specialists in programming for computers;
- (c) O and M and work study officers who need not necessarily be specialists (as it is perhaps undesirable that officers should devote their whole career to this type of work) but who may have periods of attachment in these fields;
- (d) where the authority's work justifies it, highly qualified men engaged on operational research;
- (e) where a separate management services unit is established, a highly qualified man to act as its head.

316. At present Treasurers' departments are likely to be the main source of supply of systems analysts and programmers. As authorities develop the management services and systems analysts and programmers are needed in more departments, authorities will have to extend their training arrangements and also recruit from outside local government if they are to benefit from the technological advances which are increasingly available to them. On 8 November, 1965, a Minister of Technology referred to a probable three-fold increase in the number of computers in the country by 1970 and said that there was public concern as to how the staff was to be found. **We recommend that local authorities should consider to what extent they can train their own staff for computer operation and for other specialist work on management services.**

317. In their evidence on the effect of computers IMTA drew attention to the need for a re-examination of the work of the administrative and clerical staff and said that it would be necessary for them to acquire an understanding and even a specialised skill in management services. Training in the use of the management services is of great importance for professional officers, who should have an understanding of the various techniques and how they may be applied within their departments. **We recommend that local authorities should ensure that there is a wide appreciation of the value and use of management services and particularly of the computer amongst their staff exercising management responsibilities and that officers in the trainee grade should develop this appreciation in the course of their training.**

SUMMARY OF RECOMMENDATIONS

- (44) Local authorities should recognise the need for their officers to receive formal training in management (para. 301).
- (45) Local authorities individually or jointly should make greater use of management services not only to assist decision making but also to enable scarce resources, particularly of staff, to be used to the full (para. 302).
- (46) Local authorities with limited resources and responsibilities should enter into joint arrangements for the provision of the full range of management services (para. 311).
- (47) The local authority Associations should establish a central body to co-ordinate the resources of the various agencies concerned with the provision of, or advice on, management services (para. 313).
- (48) Local authorities should consider to what extent they can train their own staff for computer operation and for other specialist work in management services (para. 316).
- (49) Local authorities should ensure that there is a wide appreciation of the value and use of management services and particularly of the computer amongst their staff exercising managerial responsibilities and that officers in the trainee grade develop this appreciation in the course of their training (para. 317).

CHAPTER IX

Training

318. In Chapter VIII we drew attention to the responsibility of principal officers to ensure that the work of the department was so organised that staff had access to opportunities to develop their abilities to the full. The importance of good training facilities cannot be over emphasised. It is not only a question of the efficient use of existing staff; the scope and quality of training schemes are a significant factor in attracting recruits. On 20 October, 1964, in a letter to the Clerks of their constituent authorities, the Secretaries of the four local authority Associations wrote:

'It is clear that young people when considering employment are increasingly influenced by the nature and extent of the training arrangements that employers offer to their staff'.

319. In this chapter we review present training arrangements for local government officers, draw attention to some deficiencies and make recommendations designed to meet these two objectives—the attraction of recruits and the full development of the abilities of staff.

GENERAL PRINCIPLES ARISING FROM THE PRESENT SITUATION

320. Apart from universities and colleges, there are many bodies concerned with the training of local government officers; individual authorities themselves, LGEB, the provincial councils, the professional institutions, NALGO and RIPA all play a part.

321. In 1960 it was decided that, although LGEB's examining function should continue, greater emphasis should be placed on the broader aspects of education and training. An Education Committee was formed to deal with matters referred to it by the Board and also to consider issues arising from the educational activities of the provincial councils and other organisations involved in training and education in the public service. The Committee's membership includes people actively concerned with the training activities of the provincial councils.

322. In a joint factual statement to us, NJC (Employers') and LGEB stated 'Provincial Councils can be the main link between the Examinations Board, individual local authorities and the various teaching institutions, and can also themselves provide or sponsor a wide range of training services. A further function of Provincial Education Committees is to encourage co-operation between authorities because many of the smaller authorities can only hope to meet their full range of training requirements by joint action.'

323. The Scheme¹ recommends that:

- (a) Local authorities should advise their staff on, and encourage them to undertake, approved courses of study and training, as this is in the interests of the service as a whole, of the individual authority and of the officer concerned.

¹ The Scheme: paragraph 20(1).

- (b) The general nature and extent of the facilities of post-entry training provided by any individual local authority should be within the scope of joint discussion between the local authority and its staff through the machinery of the local joint committee or otherwise.
- (c) Local authorities can be assisted in their post-entry training activities by joint action through the agency of the Provincial Councils and the Provincial Education Committees, and every local authority is urged to take an active interest in the training and educational activities of its Provincial Council.⁵

324. Local authorities, guided by the terms of the Scheme, attribute great importance to examination qualifications of many kinds apart from the professional qualifications of, for example, the medical practitioner and the solicitor; promotion, even for officers engaged on routine clerical work, has been governed to a great extent by examination successes. In written evidence NALGO pointed out that 'there are seventy-eight bodies whose examinations are recognised for promotion purposes in the local government service—not counting universities.'⁶ The following extract from the Appendix to the Scheme⁷ in which these qualifications are listed gives some indication of the difficulties which arise:

'The number of professional and technical examinations available in the field of local government is very large, and has increased recently. Some of the examinations are conducted by bodies of long standing with a reputation for maintaining a high standard, whilst others are conducted by comparative newcomers who still have to prove their standards and value. Again, some of the examinations are highly specialised, aiming at qualifying a person for a particular job, whilst others are of much more general application and are therefore appropriate to a much wider range of local government posts. Finally, some of the examinations are confined to local government officers—indeed some are confined to officers in particular departments—whilst others are open to a much wider range of candidates. In preparing the list of examinations recognised for promotion purposes every effort has been made to establish a definite and justifiable policy which is alike fair to all those bodies and the holders of their qualifications.'⁸

325. In Chapter III we examined careers in some of the professions in local government. The efficiency of local authority services owes much to the standards set by the wide range of professional institutions whose examinations are taken by local government officers before or after joining the service. At the same time we consider that NJC very rightly sounded a note of warning in the Scheme about the difficulties created by the proliferation of qualifications. There is also a risk that the importance attached to formal qualifications in relation to promotion restricts the scope of training. Study for examinations forms an important part of many officers' training programmes but it should be only a part. Emphasis should be placed on the development of the officer's talents through practical instruction and experience in accordance with his capabilities and ambitions; training (in the sense of developing an officer's talents to the full)

⁵ The Scheme: Appendix A, paragraph 7.

⁶ The Revision (see Appendix E) makes some changes in the qualifications required at different levels, particularly in the clerical grades.

is a continuing process in which formal study and planned experience both play a part.

326. From the evidence we received and from our own enquiries (see Document 2 in Appendix C—Tables 11 and 12) it is clear that many authorities have been content to leave officers to make their own arrangements for study outside normal working hours, although others have been generous in granting release and financial assistance. But training is too important a matter to leave to chance. We recommend that employing authorities should accept responsibility for arranging training facilities and for enabling their officers to make full use of them.

INDUCTION TRAINING

327. In our enquiry we asked whether authorities made any formal arrangements of their own or took advantage of arrangements made by other authorities or organisations for induction training of new entrants. The results are set out in Table 9/1.

TABLE 9/1
The arrangements made by authorities for induction training for new entrants—
analysis by types of authority

Type of Authority	The number of authorities which ^a					No. of authorities in sample
	Made own arrangements	Took advantage of other authorities' arrangements	Took advantage of arrangements made by Provincial Councils	Made other arrangements	Made no arrangements	
Counties ...	24	—	24	4	4	46
County Boroughs ...	27	3	39	1	6	68
Non-County ^b Boroughs ...	2	4	8	2	7	19
Rural ^b Districts ...	1	1	7	—	11	20
Urban ^b Districts ...	4	4	18	4	28	48
Totals ...	58	12	96	11	56	201

328. The replies show that over 25 per cent. of the authorities in the sample made no arrangements for induction training; many authorities which provided induction training took advantage of facilities offered by provincial councils and these facilities are being expanded in several parts of the country. Paragraph 8 of Appendix B of the Scheme commends the provision of induction training for junior entrants. This training could with advantage be extended to other groups

^a Some authorities made arrangements for induction training in more than one way.

^b It should be remembered that only a small sample was taken of these authorities (see Chapter III: Table 3/1).

of staff with the aim of enabling new entrants to adjust themselves to the work of the employing authority, to have a knowledge of its services and to make an effective contribution to the authority's work at the earliest opportunity.

329. Induction training constitutes a necessary preliminary to the first stage of vocational training, that is to say training directly related to the job on which the officer is to be employed. The sixteen year old school leaver recruited as a machine operator will learn the elements of a simple, though valuable, skill whereas the twenty-six year old architect with experience in private practice will learn how to apply the skills he already possesses to the tasks facing his authority.

330. Much of the initial training for junior entrants will be given 'on the job'. The guidance given and the work allocated to them by their immediate superiors are of great importance. Our enquiries show that wastage of junior entrants in their early years of service is high, and some part of this may be due to lack of proper initial training and work related to their capabilities. Moreover, the quality of the training which new entrants receive has a bearing on the image of local government presented to the public for it is often the junior officer who deals in the first instance with personal and telephone enquiries.

331. It may not always be possible or desirable for local authorities themselves to provide on their own premises the initial training we recommend above and the smaller authorities in particular should be expected to take advantage of facilities provided by provincial councils. In some counties experiments are being carried out whereby the county authority assists district authorities by providing joint courses. Initiatives of this kind are valuable and we return to this point in Chapter X. Nevertheless responsibility for making the arrangements for officers to attend suitable outside courses should rest clearly on the employing authority.

332. We recommend that:

- (a) Induction training should be available for new entrants to the service of local authorities.
- (b) Induction training should include a study of the work of the individual authority in order to enable new entrants to make an effective contribution at the earliest opportunity; it would also constitute a necessary preliminary to their vocational training, i.e. preparation for professional qualifications or whatever skill they may be required to employ.
- (c) The form of induction training should vary according to the age, ability and background of the new entrant and the job on which he is to be employed.
- (d) Responsibility for arranging induction training should rest on the employing authority although it may sometimes be more appropriate to make use of facilities provided by other authorities or by provincial councils.
- (e) Local authorities should remind their supervising officers of their responsibility for the guidance and initial training of junior entrants.

PROFESSIONAL TRAINING

333. We have already said that the efficiency of local authority services owes much to the standards set by the professional institutions; a high level of professional competence with professional integrity is a valued asset of public administration in this country. The wide, diverse and far reaching services which

have to be provided by local authorities require the employment of many different groups of professional staff. Some of these staffs receive their training outside the local government service, but for a considerable number of officers local authorities recruit school leavers who study for professional qualifications whilst in the employment of the local authority. Some authorities, either by lack of inclination or because they do not possess the necessary facilities, do not make arrangements to train staff in their own employment and, therefore, their professional staff have to be trained, and recruited from, elsewhere. **We recommend that all authorities which have facilities to offer recognised courses of training to their officers should do so.** The proposal for the establishment of a Training Board for local government, which we deal with in paragraphs 398 to 403, will assist in this. At the same time it is not only necessary but also desirable that some officers should have received their training in other branches of the profession. Local authorities must therefore continue both to train their own staff and to recruit qualified people from elsewhere.

334. Document 2 in Appendix C (Table 13) shows not only the range of professional courses but also the substantial number of officers under training; the number is increasing. It is not possible to prove from these figures that the proportion of recruits who are receiving training is growing without knowing what changes in overall establishments took place over the same three years. Moreover any increase in the length of time taken to complete qualifications will also be reflected in the total number training. Figures showing the proportion of new entrants released for full-time or part-time courses are given in Document 2 in Appendix C (Tables 11 and 12) and our enquiry showed that many of the authorities in the sample were experiencing 'some' or 'extreme' difficulty in recruiting professional trainees.⁴ Good training schemes are in themselves an attraction to recruits.

Entry from institutions of higher education

335. In future a greater number of trainees for professional qualifications will enter local authorities from the universities and other colleges of higher education instead of coming direct from school; many of them will have an academic qualification which will exempt them from part of their professional examinations. **We recommend that local authorities should recognise that the universities will in future provide increasing numbers of professional trainees and that their training programmes should take this into account.** As we stated in paragraph 333, local authorities have always had to recruit many specialist members of their staff after they have completed a university education or been trained elsewhere e.g. medical practitioners, education officers and nurses. But the majority of professional trainees have been recruited as school leavers, formerly at 16 and now increasingly at 18, and they have been encouraged to study for professional qualifications, in many cases in their own time. There is likely to be increasing difficulty in attracting school leavers of the quality necessary to complete a course of professional training successfully. Moreover the growing number of pupils in sixth forms owes much to the work of local education authorities in providing the facilities and encouraging pupils to make use of them. It would be

⁴ Chapter III: Table 3/1 and Document 2 in Appendix C (Table 4).

inconsistent to recommend that able pupils should enter local authority employment before they had completed their course at school, however good the training facilities might be. Education authorities have also supported the expansion of higher education and much of it is taking place in colleges which they maintain. Finally local education authorities recognise the force of the recommendations of the Henniker-Heaton Committee⁷ that employers should be generous in granting release for study. In making provision for the professional training of their staff, local authorities should be guided by two principles. The first is that students should continue in full-time education, either at school or in higher education, for as long as they are capable of profiting from it. The second is that those already in employment should have every opportunity of release for study, either full- or part-time as may be appropriate.

336. Whilst in our view the acceptance of a post in the trainee grade should carry with it the obligation on the part of a trainee to complete a course of training in a specified time, there is a corresponding obligation on the part of the employer to grant adequate training facilities. We realise that, despite the trend towards a longer school life and the expansion of higher education, there will continue to be a number of able pupils who for a variety of reasons will choose to enter employment at a comparatively early age; this should in no way debar them from being given adequate facilities to continue their general education as well as to begin their study for professional qualifications. **We recommend that local authorities should provide adequate facilities for continued general education as well as professional training for those trainees who are recruited direct from school. We further recommend that local authorities should sponsor selected well qualified candidates for full-time university degree courses as, indeed, the Scheme already recommends.⁸**

Release for training

337. Document 2 in Appendix C (Tables 11 and 12) shows the extent to which the authorities in our enquiry granted release for study to both graduates and non-graduates in 1962 and 1963. Because of the small size of the sample of county district councils too much reliance should not be placed on the figures which relate to these authorities. We have no means of discovering what proportion of new entrants take advantage of release when it is offered to them but the fact that 20 per cent. of all the authorities in the sample did not release new entrants for training at all is disturbing. Of the county councils which granted release to graduates in 1963, seven out of eighteen gave it to less than half of them; the comparable figures for county borough councils are eight out of thirty-two. Sixteen out of thirty-eight county councils and twenty-three out of sixty-two county borough councils released less than half of their non-graduate entrants in 1963.

338. These figures show that there are wide variations in authorities' practices in respect of release for training. It is true that the tendency for an increasing number of entrants to have completed at least part of their professional studies during their full-time education and before entering employment will reduce the length of time during which authorities have to provide formal training facilities.

⁷ The Report of the Committee on Day Release (1964).

⁸ The Scheme; paragraphs 3 and 20.

But as our studies in Chapter III show, a university degree usually confers exemption from only part of a course of professional training; in some cases it confers none. Authorities will therefore need to make arrangements for the formal professional training of most of their graduate as well as non-graduate entrants. We recommend that training for professional qualifications at all levels should be by means of release for full-time, sandwich, block-release or day release courses. We further recommend that when, in exceptional circumstances, study has to be undertaken by a correspondence course officers should be granted time for study during normal working hours.

339. The ability to release staff depends very much on the extent to which authorities are prepared to bear training needs in mind when fixing departmental establishments. Table 9/2 shows the position in our sample of authorities and it is clearly unsatisfactory.

TABLE 9/2
The number of authorities which made allowance
for training purposes when fixing departmental
establishments—analysis by types of authority

Type of Authority	Number of Authorities which		Number of Authorities in sample
	Made allowance	Did not make allowance	
Counties	26	18	46
County Boroughs	38	30	68
Non-County Boroughs	5	13	19
Rural Districts	8	12	20
Urban Districts	17	29	48
Total	94	102	201*

*Not all local authorities in the sample provided information.

We refer later to proposals designed to spread the cost of training and also to arrangements which might be made to help the small authorities with the provision of supernumerary staff. But it is a matter of concern that 18 county councils and 30 county borough councils were unwilling to allow for training needs when fixing their establishments. We recommend that local authorities should make allowance for training needs when fixing departmental establishments.

Practical training

340. We have already referred to the need to regard training, in the sense of developing an officer's talents to the full, as a continuing process and stated that the acquisition of professional qualifications was only the first stage of professional training. We are sure that, just as there must be more release for full-time or part-time courses, so the two elements of formal training and practical experience should be more closely harmonised. We recommend that professional officers be given opportunities to gain the widest possible experience in their own and where appropriate in related departments. We also recommend that local authorities should be prepared to arrange periods of secondment for selected

officers to other local authorities, to industry and commerce and to other branches of public employment. Secondment of staff is dealt with in more detail in Chapter XII.

Professional standards

341. Many of the professional bodies concerned with the training of local government officers are raising their standards both for admission to training and for qualification. In so far as these moves are a recognition on the one hand of rising standards of education and on the other of the increased complexity of professional duties, they are justified. But there is a danger that, if unnecessarily high standards are imposed, the supply of fully qualified staff will be still further restricted. If this tendency continues it will be more than ever necessary to identify that work in local government which does not call for fully qualified professional staff. For these reasons we think that local authorities should find means to formulate a collective local government view on this problem and to make it known to the professional bodies, to central government and other agencies concerned with training. In oral evidence NALGO suggested that often a new entrant had to make his choice of career too early because of the need to follow the specialised syllabuses of the various professional bodies. The Association believed that a number of examining bodies might be prepared to accept a common syllabus for the early years of professional training; this would not only allow freer interchange between professions but also assist retraining in a period of rapid change. The scope for such arrangements is clearly limited but they merit serious consideration by those concerned. In paragraph 344 we recommend that machinery should be established to keep local government staff training needs under review and to interpret these needs to those largely responsible for meeting them and we develop this idea in Chapter X.

Facilities for professional training

342. We recommend that responsibility for arranging attendance at suitable courses should rest on the employing authority. It is unlikely, and not always desirable, that authorities themselves will be able to provide all the necessary courses, although it seems to us that greater use might be made of facilities provided by local education authority colleges. The general principle ought to be that the officer is allowed to attend the course most suited to his needs as a local government officer whether it be provided by the authority, the provincial council, a university or some other agency. We recommend that local authorities should make greater use of facilities provided by local education authority colleges as well as those provided by provincial councils, universities and other agencies.

Training policy

343. Under present arrangements, any junior entrant can take a professional qualification for which he can study whilst in the service of a local authority. This can lead to a situation in which a department has a large number of officers with professional qualifications occupying posts not requiring that expertise. In Chapter IV we emphasised the need to make wider use of technicians in order to economise in the use of scarce professional manpower.

344. We agree with the creation of a trainee grade under the Revision which implies that officers should be accepted for training in numbers related to the local authority's likely future requirements; this should not mean that each and

every officer who wants to go on the trainee grade should be eligible to do so. This presents real difficulties. A local authority is virtually autonomous in staffing matters but members of its staff can move from one authority to another at their discretion. It is difficult for any authority to estimate how many of its officers it may need to replace at any moment in time because it does not know how many officers will enter its service on their own initiative and when. Local authorities have the choice whether to train for their own requirements or to train all who wish to be, and are capable of being, trained for professional qualifications. Both courses of action carry risks, and this is a matter on which individual authorities must make their own decisions. However, we believe that these considerations emphasise the need for a continuous assessment to be made of the staffing situation throughout local government. We recommend that national machinery be established by the local authority Associations to keep local government staff training needs under review. This is a subject which we develop in Chapter X.

TECHNICIAN TRAINING

345. In Chapter VI we welcomed the creation of a Technician and Technical Staffs Division and suggested that trainee technicians should be placed on the trainee grade in cases where their course of study made this appropriate. It is important that local authorities should offer proper facilities for trainee technicians to obtain their qualifications. The same principles apply to technician training as to professional training in that release for study should be granted whenever possible and that use should be made of the full range of training resources. In short, the wider use of technicians should be matched by provision of the necessary training facilities. Developments in technician training are under discussion in the professional associations and elsewhere; this is another field in which the co-ordinated arrangements we referred to in paragraph 344 would be useful to ensure that local authorities were able to make their needs known. A good example of a technician training scheme is the one recently introduced by the Institution of Civil Engineers, the Institution of Municipal Engineers, the Association of Consulting Engineers and the Federation of Civil Engineering Contractors. It provides for a period of indenture of four years during which study for the Ordinary National Certificate in Engineering will be combined with periods of practical training. The entry standard is four 'O' level passes or an equivalent qualification.

TRAINING FOR THE LAY ADMINISTRATIVE OFFICER

346. In Chapter IV we urged the fuller use of the lay administrative officer in order to economise in the use of scarce professional manpower. The training courses for lay administrators should:

- (a) both be an intellectual stimulus for junior officers and provide them with a background of relevant knowledge;
- (b) provide opportunities for gaining suitable and closely supervised practical experience;
- (c) help to attract people of the quality needed to carry out a wider and more responsible range of duties than most lay administrative officers undertake at the present time.

The Diploma in Municipal Administration (DMA) and similar qualifications⁹

347. LGEB in its pamphlet on Examinations for Promotion (revised January 1962) referred to the view of NJC that the aim was to secure an improvement of both the status and the standard of the local government service. 'It recognised that to improve the status without devising means to improve the standard would be to increase the cost of the service without adequate compensatory advantage to the local authorities and the rate-paying public.' NJC recognised that there was a marked distinction between 'the duties and the responsibilities of those who ought to be graded in the Clerical Division, and those who ought to be graded as Administrative, Professional or Technical Officers.' With this in mind two examinations were set up: the Clerical Division Examination and the DMA. The latter was designed to encourage the training of the administrative officer as foreseen in the Hadow Report. The LGEB pamphlet stressed that the standard of the intermediate and final stages of the Administrative Examination was approximately that of the intermediate and final stages of a pass degree of a university. The passing of the intermediate and final Administrative Examination leads to the award of the DMA.

348. LGEB considered that the Administrative Examination was 'particularly appropriate for those engaged in a department for whose staff no professional or technical examination is at present available, or where there are special difficulties in entering for such examination. In the departments where the major part of the work is highly technical many of the administrative staff and indeed the senior technicians as well will find study for the examinations an aid towards carrying out their administrative duties and improving the work of the department.' Finally LGEB said that the examination was 'devised to test quality of mind as well as factual knowledge. Its aim is to pick out candidates who have mental ability, alertness and a capacity to understand a new problem, and to select those who are likely to become good administrators.'

349. The Scheme¹⁰ states that 'the Administrative Examination is essentially a general examination, the intermediate stage requiring knowledge of the essentials of local and central government and background subjects, the final stage requiring knowledge of the principles and problems of public administration, the social services and the practical administration in a particular department.' The syllabus is in Appendix G.

350. Study for an examination which tests candidates' knowledge of, among other things, law, social and economic history and public administration provides a valuable background, but success in this examination alone cannot be regarded as a sufficient qualification for a lay administrative officer if he is to make a significant contribution to local authority work. In Chapter III we pointed out that officers with the DMA (or similar qualifications) had not been markedly more successful than lay administrative officers without a qualification in achieving posts above scale B in the APT division. In recent years the pass rate in the Administrative Examination has gone down; 31.2 per cent. of candidates passed the Intermediate Examination in 1966 compared with 43.2 per cent. in 1960. The success rate in the Final Examination has been more consistent.

⁹ For example Diplomas in Public Administration (DPAs) and the examinations of the Chartered Institute of Secretaries.

¹⁰ The Scheme: Appendix A, paragraph 5.

351. We received much written evidence critical of the DMA. It was frequently suggested that the examination was too academic and insufficiently related to practical work. The Acton Society Trust²¹ believed that the DMA did not allow the student to specialise enough, that the syllabus should be more vocationally orientated and that it should be a test of technical competence. We do not support this view. We believe it is necessary to provide access to administrative posts for both the school leaver and the graduate; a single administrative qualification cannot meet the needs of both groups unless the school leaver is first given the opportunity to continue his studies to degree level whilst serving as a local government officer.

352. The DMA has not so far conferred a qualification equal to the professional and technical qualifications on which the structure of the local government service is based; nor can it be expected to in present circumstances. Our enquiry showed that a small, though nonetheless significant, percentage of officers with the DMA (or similar qualification) had not progressed beyond the Clerical Division. (See Document 2 in Appendix C (Table 23)). It has, however, (together with the university DPAs) enriched the service by producing a leaven of academically qualified administrators to support the professional officers and may have improved the career prospects of many officers. But the increasing number of Intermediate Examination failures suggests that the qualification has attracted a number of candidates who are not intellectually capable of attaining its standards.

353. The DMA should provide a means whereby the school leaver who has the necessary educational qualifications to embark on a degree course, but who chooses to enter employment rather than go on to full-time higher education (or fails to gain a place), may prepare himself for a career as a lay administrative officer on equal terms with the graduate entrant. We recommend that the DMA should be an 'in-service degree' which recognises the passing of an academic examination having a bias towards public administration. We welcome the recent introduction of block release courses for the DMA and believe that all students for this examination, particularly at the level we propose for it, should have the opportunity to undertake some period of full-time study. We consider that the changes in the Intermediate Examination which LEGB are introducing in 1967²² are valuable in restricting candidature to those who show promise of being able to tackle a university level course. It is not appropriate for us to make recommendations about the syllabus of the DMA: but we hope LGEB will be able to accept our definition of the purpose of the examination and devise the syllabus accordingly. We recommend that responsibility for the conduct of the examinations for the DMA should continue to rest with LGEB who should make any changes in the syllabus which they consider necessary in the light of our conclusions. In framing these recommendations we have borne in mind the position of officers who already possess the qualification. In the following paragraphs we discuss further training to be given to holders of the DMA in which they will participate on equal terms with graduate entrants to the administrative trainee grade.

²¹ 'Town and County Hall: Problems of Recruitment and Training': page 42.

²² See Appendix G.

Further training

354. In the preceding paragraphs we examined the original purpose of the DMA and how far this has been achieved. We suggested that the DMA should continue as a means of providing what might be described as an 'in-service degree' for the able school leaver who wished to follow a career as a lay administrative officer. But in Chapter IV we emphasised that the number of school leavers of the calibre needed to undertake professional and administrative work in local government was bound to decline as opportunities for higher education increased. We pointed out that local authorities would have to seek a progressively greater number of recruits in universities and colleges amongst men and women 'general graduates'.¹²

355. If our suggestions in Chapter IV and in the preceding paragraphs are accepted, several groups of people will be available to carry out the work of the lay administrative officer. They will include:

- (a) The serving officers with the DMA, an academic qualification of pass degree standard with a bias towards public administration or similar qualifications.
- (b) Graduates with university or CNAA degrees in administration or management studies.
- (c) Graduates whose degree or post-graduate studies are of some relevance to public administration (e.g. in economics, law or social studies).
- (d) Graduates whose degree studies are of no direct relevance to public administration (e.g. in English, classics, modern languages).

356. Young people qualified in all these ways would be valuable recruits as lay administrative officers. But only those qualified through the DMA or similar qualifications will have had experience of administrative work in local authorities. Some graduates will have a theoretical knowledge of public administration which may have been supplemented by work in the field; others will have no such knowledge except that acquired by general reading. The difference in experience between the DMA holder and the graduate should not, however, be exaggerated. We endorsed LGEB's decision to raise the standard required for entry to the Intermediate Administrative Examination, and we suggested that the course of study should include periods of full-time release. This should mean that the able and conscientious student would complete the qualification in about four years. In April 1966 nearly 23 per cent. of the candidates at the Intermediate Examination were more than 30 years old and just over 51 per cent. of the candidates at the Final Examination were in this age group.¹⁴

357. Although the Scheme now recognises both a degree and the DMA¹³ for promotion throughout the APT scales, we do not consider that either is a sufficient qualification for the lay administrative officer. In Chapter IV we argued the case for the wider use of the lay administrative officer solely on the grounds of efficiency. Our belief that the graduate or DMA holder should have further training is similarly based on the demands of the work. There is no justification for providing a new qualification merely to increase the attraction of administra-

¹² The term 'general graduates' is defined in Chapter IV: paragraph 233.

¹³ LGEB Report on the Administrative Examinations (April 1966).

¹⁴ In addition to a number of other qualifications listed in Appendix A of the Scheme.

tive careers in relation to professional careers in local government or administrative careers in other forms of employment. At the same time we believe that the provision of a scheme of training of direct relevance to the work to be done would provide an additional incentive to recruitment. We recommend that the graduate and the holder of the DMA should have further training to fit them for the duties of the lay administrative officer.

358. The diversity of backgrounds of lay administrative officers should not be a disadvantage. Indeed we welcome it as a student's choice of study at a university or college should be made according to his judgment, and that of his advisers, of the course best suited to his development; if possible it should not be dictated by his choice of future career. We know that many solicitor Clerks, when offered a choice of graduates to enter articles, do not necessarily choose one who has read law and that similarly many Treasurers choose graduates for professional training who have not studied economics or accountancy. We support the practice of choosing the graduate according to his personal qualities and the standard rather than the subject of his degree; it is particularly applicable in the case of the lay administrative officer. We are inclined to think that the narrow syllabus for the entrance examination to the Ecole Nationale d'Administration unnecessarily restricts entry to appointments in the French Civil Service to those who have taken degrees in political science and related subjects. For similar reasons we do not favour the suggestion of the Acton Society Trust that undergraduate courses specially designed for intending local government officers should be established.¹⁶

359. We recommend that the training for the lay administrative officer should take account of both the work to be performed and the diversity of background of the trainees and that it should be divided into three parts:

- (i) practical experience;
- (ii) general studies;
- (iii) specialist studies in administrative subjects.

360. We stated in paragraph 352 that the DMA had not so far been regarded, as was intended, as being on a par with a professional qualification. It would be difficult, and indeed unnecessary, to prescribe a formal qualification for the lay administrative officer either in terms of a second degree or in terms of a professional qualification bearing in mind the widely different backgrounds of lay administrative officers as indicated in paragraph 355 above and the imprecise nature of much of their work. There can be no common pattern of training to suit all lay administrative officers. We recommend that training arrangements should be flexible to meet the varying needs of those involved.

361. It may well be that some officers qualified in other specialisms may wish to move to careers as lay administrative officers and to take the appropriate qualifications. We believe that there are likely to be comparatively few of these officers and that authorities should have little difficulty in making the special arrangements necessary to meet their requirements.

¹⁶ Town and County Hall: Problems of Recruitment and Training: pages 36-37.

362. **Practical experience.** When dealing with professional training we emphasised the importance of combining professional studies with the widest possible range of practical experience. Planned experience is even more essential for the lay administrative officer who, although he must be a specialist in the techniques of administration, must also be able to apply his skills to the problems of any department. Ideally the administrative trainee should be given experience in the Clerk's department, the Treasurer's department, a department with social services and a technical department.

363. At the end of a period of training there should be some searching test of what the trainee has learnt in the course of his practical experience. For example, we suggest that he might be required to submit a thesis on one or two subjects to be selected by him from a list of studies to be drawn up by LGEB. The aim of this test would be to ensure that the trainee had not only a knowledge of the working of certain services in local government but that he was also competent to analyse critically the methods used and the problems involved.

364. **General studies.** We have in mind that the lay administrative officer should have a good understanding of the principles of public administration and of how these principles are applied in countries other than the United Kingdom. The DMA holder will probably have taken such a course of study as will some of the graduates, depending on the nature of their degrees. Our view is that the trainee should be required to undergo a course of study in, for example, principles of public administration. The course of study should be prescribed by the LGEB but consideration might be given to exempting DMA holders and graduates in certain subjects from taking the course.

365. **Specialist studies.** In Chapter IV we dealt with the duties which the lay administrative officer might undertake. We suggested that in addition to the general role of relieving the professional officer of organisational work he should also undertake specialist duties in relation to management services and establishment control. Specialist studies should include:

- (a) local government law;
- (b) local government finance, including the principles of accounting and budgeting;
- (c) the management services;
- (d) personnel management.

The aim of (a) and (b) should not be to produce a lawyer or accountant but rather to give the lay administrative officer sufficient knowledge of these subjects to make an effective contribution to departmental work.

366. As far as local government law and local government finance are concerned, the DMA holder will have already taken these subjects. The graduate entrants almost certainly will not. The LGEB therefore should prescribe the syllabus for trainees taking local government law and local government finance and should examine officers in these subjects. The actual teaching should be done at institutions of further and higher education. It may be necessary to consider whether the DMA holder should be required to take additional papers at a higher level than those which he took for the examinations leading to that diploma.

367. The lay administrative officer should achieve a standard of competence in some or all of the management services and in personnel management. We suggest that the LGEB should prescribe a syllabus for these courses in consultation with the professional or local government bodies concerned.

368. Because of the need to provide training programmes suitable to the individual needs of trainees and to arrange movement between departments, we recommend that responsibility for the initial practical training in the various departments of the authority of the lay administrative officer should rest with the Clerk or one of his immediate subordinates designated for this purpose. Clearly he would consult principal officers about each trainee's programme and take principal officers' staffing needs and wishes into account. Moreover whilst carrying out duties in a department the trainee would be at the disposal of, and responsible to, the principal officer of that department.

369. We believe that individual authorities should prescribe the length of the training period; we suggest it should be between one and two years. This means that the DMA holder will spend longer in the trainee grade than he does at present but a more thorough training and better prospects should be adequate compensation. Although we have suggested that there should be no formal qualification at the end of the trainee period, the Clerk should make it clear to trainees on appointment that he will not recommend their appointment to a post in the AP grades at the end of the training period unless they have successfully completed their studies and shown the necessary ability to undertake administrative work.

370. It is necessary to make a distinction between the training we have advocated in the preceding paragraphs for the lay administrative officer and management training with which we deal in paragraphs 373-380. It should be made quite clear that although some of the subjects covered in the lay administrative officer's training may also be included in the syllabus for management training to be undertaken by senior officers, and potential senior officers, the lay administrative officer's course is not a preparation for management. In Chapter IV we suggested that these officers should have wider opportunities to reach senior positions in competition with officers holding other qualifications. But many lay administrative officers will not wish to undertake or be capable of undertaking management responsibilities in the same way that many professional officers will remain practitioners rather than managers.

TRAINING FOR CLERICAL STAFF

371. In Chapter VI we pointed out that under the Revision formal qualifications were no longer required for promotion from one grade to another within the Clerical Division; promotion was to be on merit. The Revision states, however, that 'other things being equal' preference should be given to those who have passed the Clerical Division Examination.

372. The Clerical Examination is neither a test of technical proficiency nor a widely recognised educational qualification. We recommend that local authorities should provide facilities to enable their clerical and machine operating staff:

- (a) to improve their educational standards by gaining GCE or equivalent qualifications;
- (b) to improve their technical proficiency.

We further recommend that clerical staff with the necessary ability should be encouraged to gain those GCE or equivalent qualifications which will enable them to apply for entry to the trainee grade.

MANAGEMENT TRAINING

373. In Chapter VIII we emphasised the importance of management in the affairs of a local authority and the value of modern techniques of management. We received much evidence on the need for management training; in many cases a 'staff college' (or 'colleges') was regarded as the means of providing it. 'Staff college' is a title taken from the institutions of the armed forces and adopted by commercial and industrial undertakings for their management or specialised courses. We first examine the likely demand for management training for local government before considering the methods of meeting that demand.

374. All principal officers and their immediate subordinates (deputies in small departments and third tier officers as well in larger departments) who exercise managerial functions should have the benefit of this form of training. There are no figures available centrally to show the number of these positions or the ages and likely retirement dates of the officers who now hold them. We have, however, estimated that the number of posts involved is unlikely to be less than twenty thousand; it may be very much more. A typical industrial staff college with a nine-week management course is only able to train about 120 students a year. It is clear that the cost of providing training institutions specifically for local government of sufficient size and in sufficient numbers to make an impression on a problem of this scale would be prohibitive. There would also be serious difficulty in finding teaching staff of the necessary quality.

375. In Chapter VIII we pointed out that management was a comparatively new study in this country; many developments are taking place at the present time. Among the most important are:

- (a) The establishment of the Business Schools in London and Manchester.
- (b) The advanced courses for senior local government officers at the Institute of Local Government Studies at Birmingham University; the aim of these courses is to assist those who are, or shortly will be, responsible for tendering advice to their authority or administering the execution of its policies.
- (c) The foundation of the Oxford University Centre for Management Studies.
- (d) The School of Business Studies at the University of Warwick plans to introduce a one-year course of management education in 1967 leading to a Master's degree. The University may accept some local government officers for this course.

- (e) An expansion of the Administrative Staff College at Henley.
- (f) Courses for senior local government officers organised by the Department of Management Studies of the City of Portsmouth College of Technology.
- (g) The number of Colleges of Advanced Technology (now technological universities) and local education authority colleges offering courses for the Diploma in Management Studies had risen to 46 by the academic year 1964/65.¹⁷
- (h) A number of colleges are establishing degree courses in management studies under the Council for National Academic Awards.

376. The Second Report of the United Kingdom Advisory Council on Education for Management (1965) discussing the part played by local education authority regional and area colleges stated that:

'The colleges are ready to undertake more extensive development of their work in this field. They serve all areas of the country, and are equipped and staffed to deal with many thousands of students in courses of the varying lengths and types which will be required of them. They constitute a flexible instrument of further education which is readily adaptable to the changing needs of the industry and commerce it serves. We have at hand, in fact, a very large capital investment of great potential as well as actual value.'¹⁸

377. We believe that local government officers would gain by mixing with people from other occupations at universities or colleges and that local authorities would benefit from taking advantage of this diversity of provision. In local government an officer's management responsibilities vary not only according to the level of responsibility within the department but also between one department and another. Authorities should take note of courses being provided locally and nationally, assess their officers' needs and make arrangements accordingly.

378. The age at which an officer should attend a course of management training need not be rigidly prescribed. We believe, however, that those officers who are destined for management responsibilities should be discernible from the age of about twenty-seven onwards. This allows time for the professional or lay administrative officer to gain several years of experience after completing his professional training before coming into the field of selection for formal management training; planned experience is as important in the preparation for senior posts as formal instruction.

379. We are not qualified to lay down a syllabus for management training and indeed this area of study is developing so rapidly that precise recommendations would soon be out of date. Instruction in modern methods of decision-making and the use of the management services will clearly be included. We believe also that there is merit in the combination of a study of economics and sociology with work on realistic administrative problems on the lines of the course at the Ecole Nationale d'Administration.

¹⁷ The Second Report of the United Kingdom Advisory Council on Education for Management (1965): paragraph 17.

¹⁸ *Ibid*: paragraph 9.

380. We recommend that:

- (a) The provision of formal management training should be rapidly and widely developed to supplement practical experience, including planned experience, for officers considered likely to reach posts of Clerk or of principal officer or deputy (or posts at third tier level in the largest departments) and for those now occupying these posts.
- (b) Training should be arranged to suit the needs of the individual officer by making use of courses of an adequate standard provided at universities, business schools, and colleges.

COURSES AT A HIGHER LEVEL

381. In the world of defence and foreign affairs considerable advantage has been gained from the existence of the Imperial Defence College, where hand-picked officers from the three services, the civil and diplomatic services spend a year working on politico-strategic problems of vital importance, learning how to handle them and in particular coming to understand the interrelation of military, political and economic factors and the absolute need for co-operation between the fighting and the civil services.

382. In the world of domestic policy there is at present no opportunity for representatives of Whitehall, local authorities and industry to meet together for the purpose of studying major issues on the home front in isolation from day to day problems. High level courses designed to bring together these three interests for the study of concrete problems, such as the economic effects of the Channel Tunnel, and of principles of government, problems of public administration, the objectives of the social services, matters relating to planning and development, and other matters of significance in contemporary society, would serve to produce, not only interesting opinions on such matters, but above all a better understanding of the essential interrelationship of the three interests and the absolute need for their co-operation.

383. We think that these courses should be provided by one or more universities where academic staff with high qualifications in a range of disciplines would be available—economists, sociologists, historians, geographers etc. It would surely be desirable for the directing staff to include, in addition to academics, practical men in the public service and in industry.

384. So far as local authorities are concerned officers selected for these courses would be those who could be identified as likely to carry major responsibilities irrespective of their professional qualifications. Local authorities would need to make provision for secondment to these courses. The same principle of selection would have to be applied to the civil service and to industry.

385. We recommend that the local authority Associations should consider in more detail the establishment of high level courses, as described above, and should make approaches to the Treasury, the nationalised industries, the Confederation of British Industry and the Trades Union Congress.

386. In an address to the British Association in August 1963, Sir Eric Ashby criticised the assumption that education is 'an act of salvation after which one is safe for eternity'. He emphasised that the present generation of students would still be employed in the year 2000 but 'long before this their degrees and diplomas—at any rate in science, technology and the social services—will have become obsolete'. In the 1964 Reith Lectures, Sir Leon Bagrit went further and said 'it has been estimated that to be able to earn a living continuously, the young people now coming into the labour market may need as many as three different kinds of job during their lifetime.'

387. It is clearly the responsibility of local authorities to see that their staff have opportunities to keep up to date in their specialisms; it is an aspect of the continuing process of training which we have emphasised. In common with other employers, authorities will also have to be prepared to meet the challenge of providing retraining for staff made redundant by technological change.

388. But there are other demands to be met and in particular that of providing refresher courses for married women returning to professional or clerical work. Local education authorities are already making strenuous efforts to attract married women back to teaching and the Minister of Health has been quoted as saying that local authorities will increasingly have to look to part-timers for the extra staff needed for developments outlined in a recent White Paper.¹⁸ At a time when trained manpower is scarce, authorities must be alive to these opportunities. For clerical staff refresher training should be a comparatively simple matter but the professional officer who has been away from her work for any length of time will need a fairly intensive course to bring her up to date. She will also need careful guidance and supervision for some time after her return.

389. We believe that every effort should be made to provide locally any formal training courses which may be necessary. Those authorities which try to recruit married women teachers have found that home ties make them reluctant to travel either to work or to undertake training.

390. We recommend that:

- (a) The provision of training designed to keep serving officers abreast of developments in their specialisms should be regarded as part of the employing authority's responsibility for the continuous assessment of training needs and for the provision of facilities to meet them.
- (b) Local authorities should be prepared to retrain staff displaced by technological change.
- (c) Local authorities should provide refresher training for married women and others returning to professional or clerical employment; if possible, courses should be arranged locally.

THE SUPERVISION OF TRAINING

391. In our enquiry we asked authorities to state the grade of the officer clearly responsible for encouraging or guiding members of staff in their training. The results are set out in Tables 9/3 and 9/4.

¹⁸ Health and Welfare: The Development of Community Care (Cmnd. 3022; 1966).

TABLE 9/3
Responsibility in authorities for encouraging
and guiding members of the staff in their
training—analysis by types of authority

Type of Authority	Number of authorities in which		No. of authorities in sample
	a single officer is responsible	guidance is given departmentally	
Counties	24	20	46
County Boroughs	16	52	68
Non-County Boroughs	5	13	19
Rural Districts	5	15	20
Urban Districts	12	34	48
TOTALS	62*	134	201*

*Not all local authorities in the sample provided information.

TABLE 9/4
Responsibility in authorities for encouraging
and guiding members of the staff in their training—
analysis by officers' grades

Officers' grades	Number of officers with responsibility throughout the authority	Number of officers with departmental responsibility in the 134 authorities
Clerical 3 or 4	—	2
APT I or II	—	14
APT III or IV	2	184
APT A or B	2	298
APT C or D	1	142
APT E or F	2	72
APT G or H	1	30
APT I	4	3
Deputy	—	83
Principal Officer	6	226
TOTAL	18	1054

392. In Chapter VIII we expressed the view that principal officers were responsible for seeing that adequate arrangements were made for staff training and Table 9/4 shows that, in the sample, 226 principal officers accepted this duty; in addition six principal officers had responsibility for training throughout the authority. We view with concern the fact that in two hundred departments the officer responsible for training was graded APT IV or below and that in two authorities officers with responsibilities throughout the authority were graded at this level.

** This total included 44 authorities who have not specified the grade of the single officer. Further analysis to show the grade (in Table 9/4) will therefore only cover the 18 authorities which specified the grade. It should also be remembered that the sample taken of county district authorities was small.

393. According to the nature and type of training, the principal officer may need to delegate certain responsibilities to other senior staff who, however, should always be appropriately qualified for the training functions entrusted to them. We believe that the Clerk and his specialist colleagues will in many cases be able to assist departments in making training arrangements. They will, for example, have regular contacts with universities and colleges, the training boards, the provincial councils and other bodies concerned with training; we hope that departments will make full use of the advice they can offer and that unnecessary duplication of work will be avoided. In particular it is likely that authorities will wish to organise most of their induction training on a service-wide basis often making use of provincial council courses.

394. We recommend that:

- (a) The Clerk should satisfy himself that there exist adequate training schemes as part of his responsibility for the overall efficiency of the authority.
- (b) Principal officers should be responsible for seeing that adequate arrangements are made for the training of their departmental staff, making full use of specialist advice and facilities available in the Clerk's department when required.

395. Although in the smaller authorities we expect that the Clerk will undertake the duties we have outlined himself, in larger authorities this will not be possible. A post of training officer should be created only when the amount of responsible work connected with training becomes too great for the Clerk or establishment officer to handle. We recommend that the post of training officer should be of senior status and that responsibility for training matters should not be delegated to a junior officer.

THE COST OF TRAINING

396. The amount and quality of the training which an officer receives should not be dependent on the resources of the authority he serves. Not only is it inequitable that the man who joins the large authority may receive a better training than the one who joins a smaller and poorer authority, but it also means that in the long run the smaller authorities will find it increasingly difficult to recruit and retain adequate staff.

397. The smaller authority finds difficulty in making adequate training arrangements not only because of the cost of the training courses themselves but also because it is difficult to cover the absence of a trainee from a small staff without employing a supernumerary officer in his place. It is understandable that in these circumstances some authorities are reluctant to allow attendance at full- or part-time courses during working hours. The figures in Table 9/2 showed that many authorities did not make allowance for training when fixing departmental establishments.

398. We make some suggestions designed to help the smaller authorities to release their staff for training in Chapter X. As far as the actual cost of training is concerned, the subject has recently been considered by a Working Party set up by LGEB. Its terms of reference were:

- '(a) to examine the ways in which a more widespread pooling of the cost of training could be achieved;
- (b) to analyse the administrative and financial issues which would be involved.'

399. The Working Party was concerned not only with the problem of assisting authorities with the cost of training courses but also to see that training costs were spread more fairly. Most authorities recruit trainees but some have preferred to appoint only fully-qualified staff whose training has been undertaken elsewhere, in some cases by other local authorities. We received evidence which criticised this practice not only because it results in an inequitable distribution of costs but also because it restricts the supply of qualified officers for local government as a whole. These criticisms apply particularly to professions like public health inspection where the number of trainees an authority is allowed to take is limited by the number of fully qualified men on its staff.

400. The Working Party decided that the best way of spreading the cost of training was a comprehensive system of training levies and grants on the lines of the Industrial Training Act. It therefore recommended that a Local Government Training Board should be established to cover those staff not already within the scope of the Act. The Working Party's findings have been considered by the local authority Associations and other bodies concerned and we understand that arrangements on the lines suggested command general support and are now receiving more detailed consideration.

401. Our conclusions are that the proposals of the LGEB Working Party would, if implemented, spread the cost of training more equitably between authorities and encourage authorities to undertake training schemes. The proposals are therefore to be welcomed. We recommend that a Local Government Training Board should be established on the lines suggested by the LGEB Working Party on the Cost of Training.

SUMMARY OF RECOMMENDATIONS

- (50) Employing authorities should accept responsibility for arranging training facilities and for enabling their officers to make full use of them (para. 326).
- (51) Induction training should be available for new entrants to the service of local authorities (para. 332(a)).
- (52) Induction training should include a study of the work of the individual authority in order to enable new entrants to make an effective contribution at the earliest opportunity; it should also constitute a necessary preliminary to their vocational training (para. 332(b)).
- (53) The form of induction training should vary according to the age, ability and background of the new entrant and the job on which he is to be employed (para. 332(c)).
- (54) Responsibility for arranging induction training should rest on the employing authority although it may sometimes be more appropriate to make use of facilities provided by other authorities or by provincial councils (para. 332(d)).
- (55) Local authorities should remind their supervising officers of their responsibility for the guidance and initial training of junior entrants (para. 332(e)).
- (56) All authorities which have facilities to offer recognised courses of professional training to their officers should do so (para. 333).

- (57) Local authorities should recognise that the universities will in future provide increasing numbers of professional trainees and authorities' training programmes should take this into account (para. 335).
- (58) Local authorities should provide adequate facilities for continued general education as well as professional training for those trainees who are recruited direct from school. They should sponsor selected well qualified candidates for full-time university degree courses (para. 336).
- (59) Training for professional qualifications at all levels should be by means of release for full-time, sandwich, block release or day release courses. When in exceptional circumstances study has to be undertaken by a correspondence course officers should be granted time for study during normal working hours (para. 338).
- (60) Local authorities should make allowance for training needs when fixing departmental establishments (para. 339).
- (61) Professional officers should be given opportunities to gain the widest possible experience in their own and, where appropriate, in related departments (para. 340).
- (62) Local authorities should be prepared to arrange periods of secondment for selected officers to other local authorities, to industry and commerce and other branches of public employment (para. 340).
- (63) Local authorities should accept responsibility for arranging attendance at suitable courses of professional training and should make greater use of facilities provided by local education authority colleges as well as those provided by universities, provincial councils, and other agencies (para. 342).
- (64) The local authority Associations should establish national machinery to keep local government staff training needs under review (para. 344).
- (65) The DMA should be an 'in-service degree' with a bias towards public administration (para. 353).
- (66) Responsibility for the conduct of the examinations for the DMA should continue to rest with LGEB (para. 353).
- (67) The graduate and the holder of the DMA should have further training to fit them for the duties of a lay administrative officer (para. 357).
- (68) Training for the lay administrative officer should take account of both the work to be performed and the diversity of backgrounds of the trainees and it should be divided into three parts:
 - (a) practical experience;
 - (b) general studies;
 - (c) specialist duties in administrative subjects (para. 359).
- (69) Training arrangements for lay administrative officers should be flexible to meet the varying needs of those involved (para. 360).
- (70) Responsibility for the initial practical training in the various departments of the authority of the lay administrative officer should rest with the Clerk or one of his immediate subordinates designated for this purpose (para. 368).

- (71) Local authorities should provide facilities to enable their clerical and machine operating staff to improve their educational standards and their technical proficiency (para. 372).
- (72) Clerical staff with the necessary ability should be encouraged to gain qualifications of the standard necessary to apply for entry to the trainee grade (para. 372).
- (73) The provision of formal management training should be rapidly and widely developed for officers considered likely to reach posts of Clerk or other principal officer or deputy or posts at third tier level in the largest departments and for those now occupying these posts (para. 380(a)).
- (74) Management training should be arranged to suit the needs of the individual officer by making use of courses of an adequate standard provided at universities, business schools and colleges (para. 380(b)).
- (75) The local authority Associations should consider the establishment of high level courses on the lines of those provided by the Imperial Defence College and make approaches to the Treasury and others likely to be concerned (para. 385).
- (76) The provision of training designed to keep serving officers abreast of developments in their specialisms should be regarded as part of the employing authority's responsibility for the continuous assessment of training needs and for providing facilities to meet them (para. 390(a)).
- (77) Local authorities should be prepared to retrain staff displaced by technological change (para. 390(b)).
- (78) Local authorities should provide refresher training for married women and others returning to professional or clerical employment (para. 390(c)).
- (79) The Clerk should satisfy himself that adequate training schemes exist (para. 394(a)).
- (80) Principal officers should be responsible for seeing that adequate arrangements are made for the training of their departmental staff, making full use of specialist advice and facilities available in the Clerk's department when required (para. 394(b)).
- (81) The post of training officer should be one of senior status (para. 395).
- (82) A Local Government Training Board should be established on the lines suggested by the LGEB Working Party on the Cost of Training (para. 401).

CHAPTER X

A Central Organisation for Local Government

402. The Hadow Committee in 1934 said that a number of its recommendations required 'the appointment of a permanent advisory body, representative of local authorities, . . . to devote continuous consideration to the recruitment, qualifications, training and promotion of local government officers . . .'.¹ The Hadow Committee felt that it was 'absurdly wasteful that there should be no one body empowered to supply information regarding entry to the local government service, no one body to which suggestions, representations, criticisms, can be made. . . . We have no hesitation in saying that a central advisory body would provide one of the most effective means of securing an improved service.'²

403. The Hadow Committee did not propose a unified service for all local authorities, nor did it recommend any departure from the practice that 'local authorities are in the main independent in the appointment and management of their officers'.³

404. Local authorities have jointly set up the Local Authorities' Conditions of Service Advisory Board whose functions are to co-ordinate the activities of the employers' side of local government wages negotiating organisation, to provide a joint secretariat for these bodies, to maintain liaison with other employers, and to obtain and disseminate information on service conditions. Local authorities, as employers, are represented on NJC and negotiating bodies. LGEB as an off-shoot of NJC is responsible for the examination of clerical and administrative officers in the service of authorities. It is primarily in collective bargaining, and hence in pay and conditions of service, that there has been a move towards some form of unity. Local authorities have accepted certain common standards; they have not sacrificed their independence in the appointment and management of staff.

EVIDENCE ON THIS QUESTION

405. We received a considerable volume of written evidence which, in one form or another, advocated a wider degree of central control of local authorities' staffing arrangements. For example, Professor Garner advocated the establishment of a local government staff commission with the object of creating a single nationwide integrated local government service. The Society of Clerks of Rural District Councils thought that a central or regional body appointed by local government could manage the careers of officers to the advantage of employers and employees without detracting from the real independence of local authorities.

¹ Hadow Report: paragraph 151.

² *Ibid*: paragraph 157.

³ *Ibid*: paragraph 15.

406. RIPA drew attention to the fact that there was no single body whose duty it was to co-ordinate and at least partly control staffing policies and practices, to ensure that the service obtained the staff it needed, and to satisfy, as far as possible, the legitimate aspirations of those who were members of it; there was no single organisation charged with local government career publicity. The RIPA thought that a centrally organised local government commission might undertake publicity about the career possibilities in local government, the setting of standards for new entrants and national surveys of staff resources. The commission might also engage in the recruitment of staff for the senior grades, the determination of training during apprenticeship and assistance with other training and career development. The Institute considered that the individual efforts of local authorities to meet their own particular needs in each of these functions would not be likely to make as strong an impact as a co-operative effort, centrally organised and professionally directed.

407. IMTA recommended that an ad hoc agency should be established to assist with the recruitment and deployment of graduates. The Society of Town Clerks, however, opposed the idea of a staff commission, considering that the advantages of an integrated service would be outweighed by the disadvantages in loss of autonomy of independent local authorities.

A SINGLE LOCAL GOVERNMENT SERVICE

408. There is a view that there should be one local government service and not the services of 1,450 different local authorities. The implications of a single local government service are that:

- (a) local authorities would yield up to a central body of their own making their individual responsibilities for the recruitment and selection (and possibly the employment) of staff;
- (b) local government officers would cease to be free to seek employment when and where they pleased and their careers would be in the hands of the central body.

The arrangements might be confined to certain classes of officers, and a central body might itself work through regional organisations. In the following paragraphs we examine these implications in more detail.

Recruitment

409. By recruitment we mean publicity, advertising and the selection of staff. A central body operating on behalf of all local authorities could command resources for general publicity of careers in local government and make concerted approaches on a national basis to universities and colleges. But, for each post, this general publicity would have to be supplemented by detailed information which only the local authority itself could supply. There is a need for this general nation-wide publicity, but this could still be done without the creation of a single local government service.

The posting of staff

410. The Lyce Green Committee which inquired into administrative staff in the hospital service said that 'at a time when, if they are to be enabled to realise their full potential, both in their own interests and that of the (hospital) Service, they should broaden their experience by working in a variety of responsible posts in the service of different types of hospital authority, there is no machinery for ensuring that this would be done in a planned manner. The only way that they can obtain such a variety of experience is by applying for positions in response to advertisements, which they may or may not be successful in obtaining. It is, moreover, a matter entirely for their decision at what point they should endeavour to make a change and to what type of authority'.⁴ A similar situation exists in local government. But in Chapter XII we question whether the movement of staff is necessarily of great value either to the local authority or to the officer. If an officer moves frequently in order to gain marginal promotions this is of little value to him in terms of experience, and a rapid turnover of staff can be detrimental to the work of a local authority. In Chapter VI we commend the establishment of career grades so that the officer has an assured line of progression, within limits, in one authority. The movement of senior staff is, however, one way of introducing new ideas and fresh procedures.

411. It can be argued, however, that a central body, acting for local authorities as a whole, might ensure by the planned movement of staff that individual careers could be developed to the advantage of the officers, and, by positioning able officers, that the best men were placed where they were most needed. Whether this was done by a central body or by regional organisations working on its behalf, a considerable organisation would be required to administer the careers of so many officers in so many different professions. It would be both expensive and cumbersome.

412. Local authorities are unlikely to welcome a system which in effect steers staff into their employment, and deprives them of discretion in the selection and appointment of their own officers. We write this Report at a time when the structure of local government in England and Wales is under review. It may be that the number of local authorities will be substantially reduced in which case there would be fewer organisations managing larger numbers of staff and providing services over wider geographical areas. This in itself might make the posting of staff within any one local authority area necessary. It further weakens the case for the deployment of staff on a national basis.

413. Any unified local government service would need to have a controlling body or regional bodies for the deployment of staff and it could not place reliance on the voluntary co-operation of officers; officers would have to go where they were sent. We have no information to show what the attitude of local government officers would be towards a unified service. We believe that the expense of moving house, the difficulties of finding new homes and the reluctance to remove children from schools where they are settled act as deterrents to movement from one authority to another unless the attractions of promotion are

⁴ Report of the Committee of Inquiry into Recruitment, Training and Promotion of Administrative and Clerical Staff in the Hospital Service (HMSO 1963): paragraph 60.

sufficient to out-weigh these considerations. We doubt whether recruitment of local government officers would be made easier at this stage if direction and control of their careers were to be substituted for the present practice of individual choice and initiative.

Selection of staff

414. In Chapter XI we deal with the techniques of the selection and appointment of staff and we stress the widely varying methods which are adopted by local authorities. Because of dissatisfaction with present practices some witnesses suggested that there should be a central organisation charged with responsibility for selecting staff. We see no objection to making joint arrangements for interviewing candidates and making final selections on behalf of, or recommending short-lists to, individual authorities. This can be done without the creation of a unified local government service.

Staffing needs

415. There is no organisation for assessing the immediate, short-term and long-term needs for staff of local authorities. Local authorities are competing for scarce skilled manpower. The situation is difficult and it is unlikely to improve; in the next two decades it is likely to deteriorate. Local authorities employ a significant proportion of the country's manpower; their demands are conditioned to a great extent by the policies of the central government and by the duties imposed on them by legislation. The central government is directly concerned with national manpower problems, and yet there is no one body speaking for local government to the central government on these problems. The supply of skilled manpower involves the schools, the universities and colleges and the professional associations. There is no one body speaking for local government and maintaining contact with these organisations.

416. Individual local authorities maintain their own staff records; professional associations also have information about their members in varying detail. But there is no central pool of information on the staffing situation in local government. The identification of the staffing needs of local government is an essential preliminary to formulating plans and taking action.

Training requirements

417. Training of local government staff is carried out in the following ways:

- (a) by the local authorities themselves from their own resources;
- (b) by universities and colleges;
- (c) by professional associations.

There is no one institution speaking for local government as a whole which is assessing what local authorities' training requirements are and will be and how they can be met, or which is maintaining contact with universities and colleges, with statutory bodies and with the professional associations; nor is there any one institution which has under review the extent to which syllabuses and examinations are continuing to accord with the changing requirements of local authorities as opposed to what universities and colleges or the professional associations

themselves consider appropriate. One of the functions of LGEB is to keep under review examinations relevant to the local government service, but this has been confined, in the main, to examinations for administrative and clerical officers.

418. The cost of training is borne by the individual local authorities. Some local authorities may not have the financial resources to devote to training; their officers and indeed the authorities themselves may suffer in consequence. Other authorities may be unwilling to provide finance for training programmes and prefer to recruit staff who have been trained elsewhere. LGEB Working Group's memorandum on the Cost of Training made the following points:

- (a) Training is a recruiting aid and also improves productivity and efficiency.
- (b) If local government continues to operate on a basis of separate units, each bearing its own training costs, it may fall seriously behind in the public service field.
- (c) Spreading the cost of training would increase the quantity and improve the quality of the training provided, and ensure that training opportunities depend less on the type, size and location of the local authority.
- (d) The best way of spreading the cost of training would be by a comprehensive system of training levies on local authorities and grants to them on the lines of those provided for under the Industrial Training Act.
- (e) One of the essential merits of the training board system is that it sets up for each industry a central body with the knowledge and resources which are needed to analyse training needs and to evolve a training policy for the industry as a whole.
- (f) The essential tasks of a local government training board would be to see the training needs of local authorities as a whole and to evolve long term plans to meet them.
- (g) A local government training board would require information about recruitment, future manpower needs and the present and future patterns of training throughout the whole range of staff for which it became responsible.

We have already welcomed the proposal that a training board should be set up for local authorities in England and Wales.⁵

Conclusions

419. We do not advocate the establishment of a unified local government service, in the sense of one recruiting, appointing and employing body deploying all staff within its scope. Accordingly we do not recommend the establishment of a local government staff commission or of regional staff commissions to administer a local government service. But although selection, appointment and employment of staff should remain with individual local authorities, there is a need for a local government organisation to perform a number of functions for

⁵ Chapter IX: paragraph 401.

the benefit of local authorities. This organisation might be set up by the local authority Associations. We therefore recommend that the local authority Associations should set up a Central Staffing Organisation to undertake the following duties:

- (a) To publicise careers and employment in local government on a national basis and to make positive and continuous contact with schools, universities and colleges to supplement the work of the local authorities themselves, youth employment officers, the university appointments boards and the professional associations.
- (b) To carry out national surveys and periodic reviews of the staffing requirements of local authorities, maintain liaison with statutory bodies, with professional associations, with universities and colleges, and, in particular, maintain contact with the central government, whose policies directly affect local government needs.
- (c) To maintain an oversight of local government staff training needs and of the facilities which should be developed to meet them and to interpret these needs to those largely responsible for meeting them.

JOINT ARRANGEMENTS BETWEEN AUTHORITIES

420. We know that there are many local authorities in England and Wales which find it hard to attract staff of the quality they need because the scope of their work is restricted or they are unable to offer attractive promotion prospects. Authorities in this category may experience the following difficulties:

- (a) they cannot afford the financial cost of sending staff on training courses;
- (b) they cannot spare officers to be away from the authority while they are undergoing training;
- (c) they may have difficulty in getting access to training courses for their staffs even though they can afford the cost and spare the officers;
- (d) they do not have training officers with the necessary expertise to co-ordinate and develop training facilities;
- (e) recruits to those authorities receive only limited practical experience because of the restricted scope of the work.

421. Any arrangement for re-organising local government by reducing the number of local authorities will increase the number of posts offering wider responsibilities. So long as small authorities remain, joint arrangements between authorities on the lines of those that have been agreed to fulfil the statutory requirements for the appointments of Medical Officers of Health would do something to meet the difficulty. This would mean that authorities would enter into joint arrangements with one another and with neighbouring large authorities for the recruitment, appointment and training of staff.

422. The proposed Local Government Training Board through a system of levies and grants may do something to alleviate the financial burden of the cost of training; by working through groups of authorities it could assist in the provision of training facilities where these are deficient. But the Training Board

or the suggested Central Staffing Organisation cannot deal with the inability of local authorities to spare officers to go on training courses; neither the Training Board nor the Central Staffing Organisation would be in a position to provide training officers for the smaller authorities or to provide the range of practical experience in various kinds of local government work.

423. Joint arrangements between authorities might only go as far as co-ordinated advertising, publicity campaigns and joint approaches to schools and colleges together with the provision of training facilities by those authorities which have the resources for those who do not. But these arrangements could with advantage be taken further by the establishment of a formal joint organisation to implement them. The joint organisation might be developed into a joint authority which would recruit and employ staff, make them available to the constituent local authorities and arrange their training in co-operation with the Training Board.

424. Joint arrangements of this kind have a number of advantages. They would enable advertising and contact with schools and colleges to be carried out for a group of authorities through the agency of an officer specialising in this work. Individuals recruited to a joint authority would realise from the day of their selection that they were not entering the employment of one authority offering limited scope and responsibility. Young officers would be given experience of different sorts of authority and of a wider range of work. Personnel officers and training officers of a joint organisation could serve the constituent authorities which at present have to rely on the services of officers primarily engaged on other duties and with little time to specialise on these subjects.

425. We recommend that individual local authorities should consider making joint arrangements between themselves for the recruitment, appointment and training of staff.

SUMMARY OF RECOMMENDATIONS

- (83) The local authority Associations should set up a Central Staffing Organisation to perform a number of functions in relation to recruitment and training (para. 419).
- (84) Individual local authorities should consider making joint arrangements between themselves for the recruitment, appointment and training of staff (para. 425).

CHAPTER XI

Staffing Arrangements within Local Authorities

426. In Chapter X we recommended that a Central Staffing Organisation should be set up and that one of its functions should be to carry out periodic reviews of the staffing requirements of local authorities as a whole. We also attach great importance to the staffing arrangements made by individual authorities. In 1951 the Local Government Manpower Committee stated that there was a need 'to secure . . . by the continuous review of staff requirements the economical employment of manpower' and that 'some system of continuous and effective oversight is needed everywhere, however much it may vary to suit local conditions, if staff numbers are to be kept within reasonable limits.'¹ The need is even more urgent today than it was in 1951. Throughout this Report we have emphasised that authorities should not only keep the overall number of staff to the minimum consistent with providing efficient services but that they should also economise in the use of highly qualified professional manpower by making the greatest possible use of lay administrative officers and technicians. An authority's establishment organisation has an executive role to play in such matters as recruitment and training as well as an advisory and controlling one in relation to staff numbers and gradings.

427. The Hadow Committee's view on establishment work was that:

'Every local authority should entrust to one committee all questions affecting the recruitment, qualifications, training and promotion of officers. These are matters requiring more thought than the majority of local authorities have hitherto given to them, and we see no prospect of adequate consideration unless responsibility is definitely assigned. Further, the alternative method of leaving to each employing committee the control of its own staff has the obvious disadvantage that the employing committees are not in a position to review the whole of the establishment, and cannot be expected, therefore, to take the comprehensive view of the authority's requirements essential for systematic organisation'.²

428. The Hadow Committee believed that in the small authorities it might be convenient for staffing matters to be referred to the general purposes or finance committee but that in larger authorities an establishment committee should be constituted with responsibility for:

- (a) the organisation of recruitment;
- (b) the appointment of officers;
- (c) training;
- (d) arrangement of transfers;
- (e) periodical review of the staff;
- (f) promotions;
- (g) grading, salary scales, superannuation;
- (h) probation and discipline.

¹ Second Report of the Local Government Manpower Committee: paragraph 19.

² Hadow Report: paragraph 147.

The Committee believed that ordinarily the Clerk should be the officer responsible for advising the establishment committee.³

429. Many authorities have followed the Hadow Committee's recommendations by appointing establishment committees; the preamble to the Scheme states that 'it is desirable that questions affecting the recruitment, qualifications, training and promotion of officers should be assigned by each employing authority to an establishment committee'. Some authorities have appointed specialist establishment officers but both the duties of these officers and the terms of reference of the committees vary considerably. In the light of modern conditions we have reservations about the range of duties which the Hadow Committee suggested should be entrusted to the establishment committee. But we are certain that the Committee's view that staffing arrangements should not be regarded as matters solely for individual spending committees and departments is still valid. Equally the Clerk, assisted in the larger authorities by specialist staff in his department, should be responsible for giving advice to the authority on staffing matters as part of his duty to ensure overall efficiency. We recommend that the Clerk of an authority should be responsible for establishment matters, or, alternatively, an officer to whom he has delegated this function.

ECONOMY IN THE USE OF MANPOWER

430. Although the services provided by local authorities are diverse and include many different aspects of public service, some closely related to each other, some more distinct, a local authority should be regarded as an entity and its staff as the employees of the council as a whole rather than of individual committees. In Chapter II, when we dealt with the nature of the work of local government officers, we stated that amongst other things local government ensured that a wide range of the needs and interests of the community were considered and evaluated, and services shaped to meet these needs.⁴ Some of the services provided by local authorities are controlled to such an extent by central government that there is little scope for local initiative on staffing or other matters. Moreover for many local government officers, particularly specialist workers in the field, the authority will be synonymous with the department as the officer will have little or no contact with the staff of other departments or with members of the council. But despite these limitations we consider that an authority should examine critically the staffing implications of the services it seeks to provide in much the same way as it examines the financial implications; money and staff are both scarce resources. Departments are properly anxious to expand and improve the services they provide but the authority has a duty to ensure that services are operated with the smallest number of staff consistent with the standard of service which the authority requires. This is, of course, not only a question of the efficient employment of manpower but also one of cost.

431. Many authorities are alive to the need for economy in the use of staff; in Chapter VIII we indicated the range of management services including O and M and work study which were already being used by local authorities. In some staffing matters authorities have limited discretion because of national agree-

³ Hadow Report: paragraphs 147-150.

⁴ Chapter II: paragraph 12.

ments on salaries and conditions of service but we believe that improvements could be made. Statistics published by IMTA and the Society of County Treasurers show a wide variation in the administrative costs of services provided by similar authorities. We accept that it is difficult to compare one authority with another because of variations in local conditions.

432. In practice the examination of staffing proposals should rarely lead to conflict between the principal officers and the Clerk or the establishment officer, particularly as we consider that the establishment organisation should provide primarily an advisory service available to principal officers whenever they wish to use it. The relationship should be very much like that between the Treasurer and the spending departments in a well organised authority where financial advice on proposals is readily sought and where it is unusual for the Treasurer to feel bound to submit a dissenting report to the finance committee.

433. We consider that a local authority should seek to obtain a regular overall review of staff numbers and gradings in each department together with an accurate assessment of the staff needed for new services or new developments in existing services. The procedure whereby an establishment revision is first worked out between a service department and its committee and is then submitted to an establishment committee whose staff cover the ground again is clearly wasteful; it can result in much controversy and bad feeling if there is a conflict of advice. Establishment specialists should be consulted as soon as a need for a change is realised or from the beginning of a periodical review of establishments. A joint report should be prepared after consultation between the departments concerned and the Clerk or establishment officer; this report should be submitted to the committee which has authority to take a decision or make a recommendation to the council.

434. We have so far considered central establishment work from the point of view of keeping a check on the number and grades of staff within departments. There are two other aspects of establishment control meriting attention if authorities are to be able to allocate their resources effectively. The first is the need to take an overall view of the authority's staffing requirements at any given moment irrespective of departmental barriers. We consider this is necessary for the following reasons:

- (a) new developments may lead to the abolition or merging of existing departments, or to the creation of new departments;
- (b) some jobs may become redundant and officers have to be found posts elsewhere in the authority;
- (c) the level of work in departments may fluctuate and it may be possible to meet demands without employing extra staff by arranging transfers;
- (d) some staff need to move between departments to gain experience, and there must be some provision for continuous supervision of their training and development.

435. Secondly, there is a need to look ahead. In a period of rapid change, future needs and the conditions under which staff are obtained should be kept under constant review. We have already mentioned the likelihood of changes in the duties of an authority. Recruitment is likely to be affected by changes in the

educational system, and in schemes of professional training. Technological advances will lead to alterations in the methods of getting work done. Departments will be aware of the implications of change as far as their own services are concerned, but an officer should be responsible for considering the implications for the authority as a whole.

436. This concept of establishment work should not only provide the information necessary for the members of the authority to make effective decisions on the shape of its services and the allocation of resources in so far as they have discretion to do so, but should also assist an authority to give its staff more satisfying careers. Many employers are developing the idea of career planning whereby they ensure that the number of staff recruited and their training are closely related to the number of senior posts which are likely to have to be filled in future.

437. We recommend that local authorities should see that they have adequate arrangements for central establishment control to ensure the economic use of staff, to keep a check on the numbers and gradings of staff within departments, to ensure that an overall view is taken of the authority's staffing requirements, and to plan ahead in circumstances of rapid change in staffing needs and in the conditions under which staff are obtained.

EXECUTIVE WORK

438. We now turn to the executive aspect of establishment work. Although the primary responsibility for staff rests with individual heads of departments, there are advantages in certain tasks being carried out centrally and these are:

- (a) **Recruitment.** In Chapter VII⁵ we emphasised the need for co-ordinated approaches to be made at the right time to pupils and students, and those responsible for advising them. We also pointed out that attractive and informative publicity material was required. Authorities would be well advised to entrust the greater part of the executive work concerned with recruitment to the establishment section which would act as the agent of the departments. This should avoid duplication of effort and allow expertise in such matters as the form and timing of advertisements to be developed.
- (b) **Training.** In Chapter IX⁶ we recommended that the Clerk, as part of his responsibility for the overall efficiency of the authority, should satisfy himself that adequate training schemes exist. It would also be an advantage for there to be one main point of contact between the authority and the universities, colleges and other organisations concerned with training. This should supplement rather than inhibit regular contacts between individual departments and these bodies. It would be particularly important in management training which would involve officers from all departments and would require regular and consistent assessment of courses.

⁵ Chapter VII: paragraphs 283 and 289.

⁶ Chapter IX: paragraph 394(a).

- (c) **Welfare.** The welfare of staff involves the provision not only of good working conditions but also of canteen and recreational facilities.
- (d) **Record keeping.** In paragraph 436 we referred to the need for members of an authority to have adequate information about the staffing situation.

439. We recommend that a central establishment organisation in a local authority should provide a number of executive services for individual departments and for the authority as a whole.

THE ESTABLISHMENT OFFICER

440. Although responsibility for the overall efficiency of an authority rests with the Clerk it is likely that, except in the smaller authorities, he will wish to delegate day to day responsibility for the duties we have described in this chapter to an officer who is able to devote his full attention to them. When we discussed the appointment of a training officer⁷ we emphasised that the post should be created only when the volume of work demanded the constant attention of an officer of senior status. These considerations are of even greater importance in relation to the post of establishment officer. A man who is to advise principal officers on their staffing needs, and who in the last resort may have to suggest to the Clerk that principal officers' proposals should be challenged, must clearly possess special qualities if he is to be acceptable. We recommend that local authorities should ensure that the officer to whom responsibility for establishment work is delegated has the status and capacity to undertake it effectively.

441. At present there is no recognised training or qualification for personnel or establishment officers in local government⁸ and we believe this may have led to the work being undervalued. On the other hand we are certain that establishment work should not become a new specialism in which officers make a career divorced from other duties; it should be open to the lay administrative officer. A knowledge and preferably experience of management should be one of the establishment officer's main attributes and instruction in personnel management should be part of his basic training.⁹ We would expect a candidate for the post of establishment officer to have had experience of staffing work at some stage in his career. We recommend that the local authority Associations should consider how adequate facilities for training local government officers in establishment work can best be provided.

442. Even in the largest authorities the establishment officer should be supported by only a small staff. It would defeat one of the aims of establishment work if a new bureaucracy were to be created to carry it out. Moreover, the primary responsibility for staff management rests in the departments with individual principal officers and with all who control the work of others. There will need to be an appropriate number of junior staff to undertake the routine aspects of the executive work we have described in paragraph 438. We have already discussed the staffing of the management services unit¹⁰ and the circumstances in which we consider a training officer might be appointed.¹¹ But the advisory and in

⁷ Chapter IX: paragraph 395.

⁸ The Royal Institute of Public Administration arranges some short courses in establishment work.

⁹ See Chapter IX: paragraph 365.

¹⁰ Chapter VIII: paragraphs 314-317.

¹¹ Chapter IX: paragraph 395.

the last resort the controlling aspects of establishment work can only be handled by a senior officer who is experienced and flexible in his approach to problems. Where the Clerk delegates this work to an establishment officer the Clerk should, without interfering, maintain a close interest so that principal officers are assured that any action taken in his name commands his approval. Principal officers would of course be free to consult the Clerk personally when they thought it necessary.

443. We consider that the advisory services which the Clerk and his staff should provide for the departments should include:

- (a) advice on staff numbers and gradings and departmental procedures, making use of the management services;
- (b) advice on promotion policy, including attending departmental promotion boards when requested to do so;
- (c) assistance with disciplinary problems;
- (d) advising individual members of staff at the departments' request on general questions of careers and training; this would be particularly desirable for officers whose qualifications and experience do not limit them to service in one department.

THE ESTABLISHMENT COMMITTEE

444. The Hadow Committee considered that a wide range of duties should be entrusted to the establishment committee;¹² we believe that many of these duties should properly be carried out by officers. The establishment committee should be concerned with staffing strategy. For example, we see the committee giving advice to the council on such topics as the policy to be adopted towards the recruitment of graduates and on the release of officers for training; it would not be concerned with detailed questions of promotion, grading and transfers. If the committee's role were defined in this way it would be able to make an effective contribution to the authority's work by considering important matters in depth with the assistance of specialist officers.

APPOINTMENT PROCEDURES

445. It follows from what we have said that the establishment committee should not be closely concerned with appointments at all levels. The Hadow Committee's views were:

'Two main principles should be observed in the selection of local government officers. First, the method should be carefully calculated to secure the ablest of the candidates who present themselves; second, and this is a consideration applicable to a public service, the method of selection must be strictly impartial'.¹³

and

'The Establishment Committee should be responsible for reporting all appointments to the council, and the committee should be directly concerned in the appointment of senior officers . . . In our view senior appointments are best dealt with by a small joint group composed of members of the

¹² Paragraphs 427 and 428 above.

¹³ Hadow Report: paragraph 54.

employing committee and of the Establishment Committee. If the actual selection of junior officers (clerical and technical) is made departmentally all appointments should be notified to the Establishment Committee, and any necessary report to the council made by that committee'.¹⁴

446. The importance of selection procedures cannot be over-emphasised. A good staff cannot be built up unless these procedures are effective and efficient. Good selection demands fairness; there should be no suggestion of patronage and all applicants should be properly assessed. But the desire to show processes as manifestly fair should not lead to emphasis being put on exclusion rather than attraction of candidates; nor should it make the process cumbersome or slow. We consider that the following conditions should be fulfilled:

- (a) the selectors need both a knowledge of the requirements of the job being filled and of selection techniques;
- (b) there is a need for advance information about candidates from well-designed application forms and adequate references;
- (c) there should be good interview conditions; adequate notice should be given and interviews held at convenient times and on time;
- (d) results should be notified promptly.

447. The research workers at the Institute of Local Government Studies at Birmingham University who carried out work for the Committee on Management gathered some information about appointment procedures in local authorities. This information was supplied in response to a postal questionnaire which dealt with many aspects of organisation and management and which was circulated to some 800 authorities. The following are the main results of this part of the enquiry:

- (a) In 148 of the 684 authorities which answered the question about appointment procedures, committees or sub-committees interviewed candidates for all appointments at whatever level.
- (b) In 301 of the 684 authorities, officers (alone) did not conduct interviews for any posts above the level of APT II.

448. Local government officers are, of course, employees of the authority and the relationship between members and officers is much closer than, for example, in central government where, although there is much contact between a few senior civil servants and ministers, there is almost no contact between the majority of civil servants and the majority of Members of Parliament. It is understandable that members should be concerned about the appointment of officers with whom they will work closely.

449. But the question arises of how far a committee can assess whether or not it is getting the best man. It has available reports from previous employers, which may or may not be detailed and accurate; possibly the advice of the principal officer; the impressions gained at an interview. The committee may have amongst its members one who is an expert in staff selection techniques and has a knowledge of the work involved in the post for which a selection is being made, but this is usually by chance rather than by design.

¹⁴ *Ibid.*: paragraph 150(ii).

450. The risk of favouritism in the making of appointments is much less than it was at the time the Hadow Committee reported and is outweighed by the need for speed and expert judgment, and by the advantages of delegation of responsibility wherever possible. The selection and appointment of principal officers and their deputies should continue to be the responsibility of elected members. But we recommend that consideration should be given to seeking the advice of outside assessors, in addition to that of the Clerk or establishment officer, in order to secure guidance on the selection and appointment of these officers. We also recommend that interviewing panels of elected members for the selection and appointment of principal officers and their deputies should be small.

451. In Chapter VIII¹⁵ we stated that the principal officer of each department was responsible for the work of that department and that amongst other things it was for him to determine the extent and content of delegation to his senior staff. To accord with this definition of the responsibility of the principal officer he should play a much greater part in the selection and appointment of subordinate staff than he does in many authorities at the present time. We recommend that principal officers should be given responsibility for selecting and appointing staff on behalf of the authority up to and including third-tier level in the departments concerned, making full use of specialist advice available in the Clerk's Department.

SUMMARY OF RECOMMENDATIONS

- (85) The Clerk of an authority should be responsible for establishment matters or alternatively an officer to whom he has delegated this function (para. 429).
- (86) Local authorities should see that they make adequate arrangements for central establishment control (para. 437).
- (87) A central establishment organisation in a local authority should provide a number of executive services for individual departments and for the authority as a whole (para. 439).
- (88) Local authorities should ensure that the officer to whom responsibility for establishment work is delegated has the status and capacity to undertake it effectively (para. 440).
- (89) The local authority Associations should consider how adequate facilities for training local government officers in establishment work can best be provided (para. 441).
- (90) Local authorities should consider seeking the advice of outside assessors in addition to that of the Clerk or establishment officer when appointing principal officers and their deputies (para. 450).
- (91) Interviewing panels of elected members for the selection and appointment of principal officers and their deputies should be small (para. 450).
- (92) Principal officers should be given responsibility for selecting and appointing staff on behalf of the authority up to and including third tier level in the departments concerned making full use of specialist advice available in the Clerk's Department (para. 451).

¹⁵ Chapter VIII: paragraph 297.

CHAPTER XII

Mobility of Staff: Superannuation

452. In Chapter IX we pointed out the value of planning a wide range of experience in the training and development of both the professional officer and the lay administrative officer. A local authority benefits from the practice of appointing some senior officers from outside its own service. In this chapter we examine the scope for the movement of local government staff inside the individual authority, between one authority and another and between local authorities and other forms of public and private employment. The preservation of pension rights is a factor which individuals may take into account in deciding whether or not to move from one employer to another, and we have therefore examined this issue and other matters concerned with superannuation falling within our terms of reference.

MOVEMENT WITHIN DEPARTMENTS

453. Throughout this Report we have tried to show the wide variety of specialised work performed by local government officers, particularly by those who work in the field. For some professional officers movement from one section to another within a department is impracticable. The midwife for example can move more easily from a local authority to the hospital service than she can within the health department. But even in cases where it is not possible to arrange a transfer to a different type of work, some authorities might be able to widen their officers' experience by moving them from one location to another. A number of field officers will not wish to move but it would be an advantage for those who seek promotion to have had first hand knowledge of conditions in different parts of their authority's area.

454. For other professional staff there is greater scope for transfer. While certain professional officers will, by reason of personal inclination, wish to specialise in certain duties early in their careers, it is desirable that professional officers should be given opportunities to gain as much experience as possible in the work of their departments.

455. In Chapter IX¹ we suggested that the lay administrative officer's training should include periods of work in several departments before he takes up a permanent appointment. The qualified lay administrative officer should also be given experience of a wide range of duties within the department to which he is allocated on completion of his training. This is essential if he is to provide the measure of relief to the professional officer which we suggested in Chapter IV.

MOVEMENT BETWEEN DEPARTMENTS

456. In written evidence, Mr. D. G. Morgan stated that although the Hadow Committee recommended as long ago as 1934 that there should be more movement between departments of local authorities it was true to say that there was very little movement; this was bad because the officers concerned tended to be

¹ Chapter IX: paragraph 362.

much narrower in their experience and also tended to regard their department as being the local authority instead of part of the local authority machine. In our view the scope for movement of officers between departments can be exaggerated. Professional and technical qualifications make it easier for the holders to change their employment than their department in a local authority. Many specialist staff can only be employed in one department of a local authority and in some cases only within a specialist branch of that department. But, despite the many and varied services discharged by a local authority, it should be regarded as an entity and, where appropriate, transfers of staff between departments should be encouraged.

457. In our enquiry we asked authorities to state whether or not they made arrangements for selected clerical and administrative officers to obtain a wider experience, for example by secondments to other departments. The results are set out in Table 12/1.

TABLE 12/1
The number of authorities which made arrangements to enable selected clerical and administrative officers to obtain a wider administrative experience—analysis by types of authority

Type of Authority	Number of authorities in the sample which –		Sample
	made arrangements	did not make arrangements	
Counties ...	15	30	46
County Boroughs	14	53	68
Non-county Boroughs	1	17	19
Rural Districts...	3	17	20
Urban Districts	4	42	48
TOTALS: ...	37	159	201*

*Not all authorities in the sample provided information.

458. In Chapter VI² we recommended that clerical careers should in future be separated from administrative careers and that young people recruited from school or university for administrative work should be appointed to the trainee grade and take appropriate examinations; officers in the clerical grade who showed the necessary ability and ambition would also be eligible for selection for the trainee grade. The majority of clerical employees will make only short term careers in local government; in these circumstances there are no overriding advantages in authorities arranging transfers for clerical staff to widen their experience but authorities should be alive to the possibility of making transfers to meet fluctuating levels of clerical work in the departments.

459. The figures in Table 12/1 show that a number of authorities are prepared to make arrangements for their administrative staff to gain wider experience but the overall position is disappointing. The emphasis we have put on planned experience as part of the lay administrative officer's training should lead to an increase in the number of inter-departmental transfers during his training and to

² Chapter VI; paragraph 258.

similar opportunities for senior administrative staff. It is likely that, after completing his training, the lay administrative officer will specialise in the work of one department; but there are advantages in bringing in new ideas at the senior levels in a department. For example there should be no difficulty in transferring an officer from establishment or finance work in one department to a more senior post of the same kind in another department. Arrangements of this kind are essential if the smaller departments, with a limited number of senior administrative posts, are to retain able administrative officers in the more junior grades.

RESPONSIBILITY FOR ARRANGING TRANSFERS

460. Responsibility for arranging transfers within the department should clearly rest with the principal officer or the senior colleague to whom he has delegated responsibility for training and other staffing matters. Transfers of professional and technical officers between departments (for which there is limited scope) should be a matter for discussion between the Clerk and the principal officers concerned. For the lay administrative officer the scope for inter-departmental transfer is far greater, and is to be commended when it is to the advantage of the authority, and where it furthers the development of the officer. Such transfers should also be the subject of review between the Clerk and the principal officers concerned. We have recommended³ that because inter-departmental transfers form such an important part of the lay administrative officer's training, his initial practical training should be arranged by the Clerk.

MOVEMENT BETWEEN LOCAL AUTHORITIES

461. When the Hadow Committee reported in 1934, the movement of local government officers between authorities was hampered by the absence in some areas of arrangements for superannuation.⁴ This restriction no longer applies; when an officer moves from one authority to another he takes with him a 'transfer value' calculated in accordance with the Local Government Superannuation (Transfer Values) Regulations, 1954. Indeed a feature of service in local government is that the officer furthers his own career by applying for posts in other authorities as vacancies occur.

462. We do not have figures to show the extent to which officers transfer from one authority to another. Our enquiry amongst a sample of NALGO members⁵ showed that although 1911 of the 2890 officers sampled had served only one authority, 223 had worked for four or more. The fact remains that, if an officer wants advancement and extra pay which he cannot get in his own authority, he will apply for posts in other authorities.

463. The mobility of staff has the following advantages:

- (a) in theory it enables an authority to assess the importance of a job, grade it, advertise it nationally and select the best applicant;
- (b) it can bring new ideas and a fresh outlook into the authority;

³ Chapter IX: paragraph 368.

⁴ Hadow Report: paragraph 115.

⁵ See Document 2 in Appendix D (Table 25).

- (c) it can provide a wide experience for the officer of advantage to him and to the authority he serves.

464. But mobility has disadvantages:

- (a) an officer who moves too frequently in order to gain marginal promotion does not improve his experience;
- (b) it is undesirable for authorities to have some posts at a comparatively junior level filled by a rapid succession of officers who regard these posts merely as stepping stones.

465. The practice of grading posts with a very limited salary scale for each grade has probably contributed to the movement of officers in search of advancement. Recently some local authorities have created career grades with a view to the attraction of good staff to the individual local authority and their retention. The Revision provides for career grades which will tend to reduce the movement of staff at the junior or middle levels to an extent which we cannot estimate. But the introduction of career grades designed to give a professional or lay administrative officer guaranteed progression in the early years of his career should assist authorities to retain their staff and, by encouraging officers to move only in order to widen their experience or to compete for the more senior posts, should avoid the difficulties created by a rapid turnover.

466. In Chapter X we suggested arrangements to help the smaller authorities with recruitment and training which might include facilities for young officers to gain experience in several types of authority. The scope of an authority's projects is not necessarily related to its size and the young engineer, for example, might have the opportunity of taking responsibility at an earlier stage in his career than would have been the case if his experience had been limited to a large authority. Planned movement could play a much more valuable role in the development of the junior qualified officer than haphazard transfers to gain promotion.

467. Local authorities gain from the practice of appointing many principal and other senior officers from other authorities since they bring with them new ideas and a fresh approach. Clearly each authority must decide for itself the balance of advantage between promoting from its own staff and appointing outsiders; the need for a new approach to the authority's work must be weighed against the need to provide continuity of experience and to build up a contented staff by giving reasonable opportunities for promotion. We have, however, received evidence that the practice of appointing deputies to principal officer posts within their own authorities is growing. There may often be strong arguments in favour of this course of action but a local authority should be careful to avoid procedures suggesting that such practice is automatic or inevitable for its principal officer posts.

468. Periods of secondment from one authority to another could be useful at senior as well as junior levels and could form an important part of management training. A great deal of information is now exchanged through the professional associations; carefully chosen secondments would assist this process. Senior officers might also be encouraged to spend short periods with their counterparts in other authorities studying their methods of work.

MOVEMENT BETWEEN LOCAL AUTHORITIES AND OTHER BRANCHES OF THE
PUBLIC SERVICE

469. So far we have dealt with the movement of officers within local government itself. But many specialist officers have limited scope for movement within the department and the authority. Some of them, for example inspectors of weights and measures, are virtually restricted to local authority employment. Others can broaden their experience by seeking employment in other branches of the public service, in the private sector or in both. A recent Report⁶ pointed out that the preservation of pension rights did not cause difficulty as far as a move from local government to other public service was concerned:

'This system of transfer values is not confined to local government service alone. There are numerous interchange rules which preserve an officer's pension rights on transferring to other employment within the public sector. Such employments include the civil service, teaching, public services overseas and designated public boards. Arrangements also exist for the award of a deferred pension to officers on withdrawal to take up certain analogous employments overseas, the deferred pension becoming payable on normal retiring age.'

470. Our enquiry amongst a sample of NALGO members⁷ showed that 340 of the 2,890 officers who completed the questionnaire had entered local government from other branches of the public service. Moreover of the 32 officers in the sample earning more than £3,000 a year, 7 had been recruited from this source. (Appendix D, Document 2, Table 10). Our sample of NALGO members may not be fully representative of all local government officers but these figures indicate that local authorities have attracted some able people from other public employment.

471. Movement of people between various branches of public service is valuable and likely to be increasingly so in future. For example, the establishment of the regional arms of central government charged with economic planning is likely to call for a closer partnership between ministries, local authorities and the nationalised industries. This partnership would be fostered if some officers had had actual experience, as opposed to theoretical knowledge, of the work of another part of the public sector. We welcome the policy of the Civil Service Commissioners in seeking recruits to the administrative class from local government and elsewhere. We recommend that mobility of officers between local authorities and other branches of the public sector should be encouraged. In Chapter IX⁸ we suggested that there should be some form of training at the highest level designed to bring together officers in different branches of the public service. Ideally this experience should be supplemented by periods of interchange from one service to another as well as by the movement which takes place by officers acting on their own initiative. It should also be possible to arrange secondments to and from local authorities; this could well include arrangements for local government officers to get experience in the Ministries

⁶ Preservation of Pension Rights: Report of a Committee of the National Joint Advisory Council of the Ministry of Labour (1966): paragraph 34.

⁷ See Document 2 in Appendix D (Table 7).

⁸ Chapter IX: paragraph 385.

and for young civil servants to work for a time in the office, for example, of a County Clerk, a Chief Education Officer or a Treasurer. We recommend that periods of secondment or attachment to government departments and statutory corporations should be arranged for local government officers and to local authorities for civil servants and officers of statutory corporations. We further recommend that these attachments and secondments should be developed by the proposed Central Staffing Organisation.

MOVEMENT BETWEEN LOCAL AUTHORITIES AND THE PRIVATE SECTOR

472. We were impressed by the requirement of the *Ecole Nationale d'Administration* that all its students should spend a period of about two months in industry or commerce during their training course. No such practice exists in this country either for the civil servant or the local government officer. Local authorities provide virtually the only careers open to certain classes of professionally qualified men and women (e.g. welfare workers, inspectors of weights and measures). For other professionally qualified people the local government career is so specialised (e.g. solicitors), or the qualifications involved are themselves restrictive (e.g. treasurers), that careers in local government and in the private sector are not easily interchangeable. But for other classes of professionally qualified people (e.g. engineers, architects, valuers, land agents, surveyors) local authorities are in competition with the private (and public) sectors. The recruitment policies of local authorities can be based on 'growing their own wood' (e.g. by recruiting trainees), or on importing staff from the private (and public) sectors, or on a mixture of both. Where professionally qualified people are employed extensively outside local government, local authorities cannot rely on meeting their own requirements by training their own staff; they must also enter into competition with other potential employers.

473. Recruitment in the open market is not only dictated by necessity; it can have the advantage of bringing in good men with wide experience of commerce or industry. But if local authorities accept the need and the desirability for a flow in from the private sector, equally they must accept that there will be a flow out to the private sector. Indeed, we suggest that, unless there are facilities for the latter, the in-flow may be restricted. A limiting factor in the movement of officers from local government to the private sector is that pension rights cannot be transferred and this may also discourage movement from the private sector to local authorities. We recommend that local authorities should recruit qualified and experienced officers from the private sector and that superannuation schemes should be modified to facilitate this. We further recommend that facilities should be developed to enable some local government officers to gain experience in industry or commerce during their period of training.

SUPERANNUATION

474. We received a number of submissions to the effect that superannuation arrangements with their implication of a long unbroken career in local authority service had an adverse effect on the recruitment of some professional people. The Royal Institute of British Architects stated that:

'An important factor which operates against the freedom of movement between local authority and private practice is the loss of pension rights on

the part of the public architect wishing to move into private practice and the inability of the privately practising architect to obtain full pension rights (40 years' service) if he comes into local authority service at any but the very earliest years. Even when the architect enters the service immediately upon completing his 6 year full-time course he, together with certain other professions, is at a disadvantage in relation to others who are able to get their qualifications by part-time or day-release courses'.

475. Similar views were expressed by other professional associations including the Societies of County Chief Officers⁹ who, in their joint evidence, stated that 'young professional people might be more attracted to the service if they knew that a move into other employment, or practice, later in life would not involve the sacrifice of valuable accumulated rights'. The Societies suggested that the pensions of officers leaving to take up other employment might be 'frozen' until normal retiring age and cited the arrangements whereby any civil servant who voluntarily retires from the service after the age of fifty is granted a deferred pension payable at sixty.

476. Our enquiries amongst a sample of NALGO members¹⁰ showed that 1,407 out of the 2,890 who replied to the questionnaire had joined local authorities from the private sector. 754 of these officers were earning less than £1,000 p.a. (out of 1,480 officers in the sample as a whole with salaries at this level) and only 78 (out of 230) were earning over £2,000 p.a. and 7 (out of 32) over £3,000 p.a. It would be unwise to draw firm conclusions from these figures but there are indications that local authorities are not attracting the same proportion of able people from the private sector as they are from other forms of public employment¹¹.

477. We have no means of knowing how many professional people are deterred from joining local authorities by superannuation provisions but we asked the NALGO members whether loss of pension rights prevented them from seeking other employment. Out of the sample of 2,890 officers, 497 (or 17.2 per cent.) said they were seriously considering leaving local government in any case and a further 757 (26.2 per cent.) said they would seriously consider leaving if they could do so without losing pension rights. Clearly some officers would be lost to local government service if pension arrangements were made more flexible and the extent to which this would be offset by a great willingness to join local authorities cannot be judged. However, if other arguments for making changes in pension arrangements are sound it would be wrong to allow the risk of an overall loss of officers to prevent these changes being made.

478. The Committee appointed by the Minister of Labour's National Joint Advisory Council in July, 1964 to consider the preservation of pension rights had the following terms of reference:

'To consider and report on the economic and social implications of existing arrangements for preservation of pension rights on change of employment, the desirability of extending such arrangements and the means by which such an extension might be brought about'.

⁹ A list of the Societies is given in Appendix A.

¹⁰ See Document 2 in Appendix D (Table 7).

¹¹ See paragraph 470, above.

479. We were fortunate in that one of our members, Mr. W. H. G. Cocks, was appointed to this Committee and we also took the opportunity to pass on formally to the Committee the criticisms and suggestions contained in the written evidence. The Committee's report was published in March, 1966. It pointed out¹² that at the end of 1964, 12 million workers belonged to occupational pension schemes; 4 million in public employment and 8 million in private employment. The Committee discovered that 39 per cent. of all members withdrawing from their occupational pension schemes had the opportunity to elect for some form of preservation but that in practice only one in five chose to do so.¹³ The Committee concluded that:

'It is clear from the evidence put to us that the mobility of the great majority of employees is not in practice inhibited by pension arrangements. In considering the effect of present arrangements on mobility alone, we have therefore concluded that there are not sufficiently strong grounds for seeking the introduction of general arrangements to ensure the preservation of pension rights for all employees at present, but we recognise that the growing trend to make provision for preservation can help in some cases and circumstances to remove one obstacle to mobility which might have increasing effect.'¹⁴

480. On the grounds of general social policy the Committee decided¹⁵ that effective arrangements for preservation were desirable and that the minimum aim should be the provision of deferred pensions on withdrawal.¹⁶ The Committee suggested a number of means whereby these objectives might be achieved. We recommend that the proposals of the Ministry of Labour Committee on the Preservation of Pension Rights should be implemented to assist in the recruitment of professional staff by local authorities.

481. In those professions which are employed as much in the private as in the public sector, both local authorities and private employers would gain if periods of secondment from one to the other could be arranged. In these cases pension provisions would not be affected. The central organisation recommended in Chapter X could help to establish the necessary contacts.

482. At the same time as the Minister of Labour's Committee has been sitting, discussions on possible amendments to the local government superannuation scheme have been taking place between the local authority Associations and NALGO. The main recommendations of the Working Party set up for this purpose, which are all subject to further consideration of their financial implications, are:

- (a) Where on entering local government service an employee is required to possess professional or other qualifications and has, in fact, acquired such qualifications outside local authority service he may, if he is between the ages of 27 and 35 years, apply to the local authority for consent to the adding of a number of years to his service. The number of added years

¹² Preservation of Pension Rights: Report of a Committee of the National Joint Advisory Council of the Ministry of Labour (1966): paragraph 8.

¹³ Ibid: paragraph 45.

¹⁴ Ibid: paragraph 52.

¹⁵ Ibid: paragraph 60.

¹⁶ Ibid: paragraphs 61-66.

cannot exceed the number of years by which his age exceeds 20 on first entry to the employment of a local authority or 10 years whichever is the less; he cannot qualify for added years if he can count any previous service before the age of 27 years as contributing or non-contributing service. The Working Party considered that the qualifying age should be reduced from 27 to 25 years with no disqualification for reckonable service before the lower limit.

- (b) At present the normal requirement, if a local government officer wishes to retire at the age 60, is that he must have 40 years' service. There are minor exceptions to this general rule and it is also possible for some women to retire with lesser service by suffering reductions in benefits. The Working Party recommended that all employees should have the option to retire at age 60 provided they had at least 25 years' service.
- (c) The Working Party recommended that 'frozen' pensions should be introduced to be granted, as of right, after 25 years' service at age 50 or at the discretion of the employing authority after 10 years' service at age 40, with pension rights to widows assured.
- (d) The existing superannuation scheme should be extended to provide for dependants other than widows.
- (e) Other improvements to the existing scheme which the Working Party thought desirable were:
 - (i) that widows' pensions should be increased from the existing one-third of husband's potential or actual entitlement to one-half thereof;
 - (ii) that there should be an option to maintain superannuation contributions at the full rate on the former remuneration in certain cases of reduced remuneration;
 - (iii) where there is a break in superannuable employment of more than one year, transfer rights normally cease and entitlement is only to a refund of contributions; the Working Party recommended that employers should have discretion to extend this 'disqualifying break' to a maximum of 10 years but without transfer liability on the former employer;
 - (iv) that a minimum ill-health retirement grant should be related to 20 years' service (instead of actual service) in the same way as the minimum ill-health retirement pension.

483. The Working Party's proposal that provision should be made for deferred pensions accords with the recommendations of the Ministry of Labour Committee. Some of the other suggestions that the Working Party made, for example greater flexibility in the 'added years' provision, will go a long way to meet the criticisms of present arrangements which we quoted.¹⁷ We consider, however, that the right of the employee to retire earlier than at present should be accompanied by the employer's right to insist that an officer should retire if the efficiency of the service requires it. The Working Party were unable to agree on an amendment to the provision whereby special classes of officers, mainly in

¹⁷ Paragraphs 474 and 475 above.

the health services, are able to retire earlier than others. We support the view expressed in a paper prepared by one of the members of the Working Party that the concept of 'special classes' is no longer justified and that provisions on the lines of those applying in the civil service and National Health Service should be introduced allowing premature retirement of individuals at the discretion of the employing authority.

484. It is impossible to assess the extent to which the improved benefits recommended by the Working Party will aid the recruitment and retention of staff, especially as we do not yet know the amount of any increased contributions which the employee may have to make in order to achieve them. But we understand that there is strong pressure from the officers' associations for these amendments, particularly for better provision for widows; this shows that they are factors to which employees and potential employees give serious consideration.

485. Superannuation schemes in the public service are becoming so complex that sooner or later it will be necessary to take steps to simplify them and it may well be that the most opportune time for this would be when the government introduce their proposals to relate public schemes to the state scheme. Whilst this is not a problem for this Committee to solve it can only applaud any efforts which may be taken in this respect which will, it is hoped, remove any obstacles to 'transferability' caused by the varying superannuation schemes' requirements. It should also reduce the burden of administrative work which is very much our concern.

SUMMARY OF RECOMMENDATIONS

- (93) Mobility of officers between local authorities and other branches of the public service should be encouraged (para. 471).
- (94) Periods of secondment or attachment to government departments and statutory corporations should be arranged for local government officers and to local authorities for civil servants and officers of statutory corporations. These attachments and secondments should be developed by the proposed Central Staffing Organisation (para. 471).
- (95) Local authorities should recruit qualified and experienced officers from the private sector and superannuation schemes should be modified to facilitate this (para. 473).
- (96) Facilities should be developed to enable some local government officers to gain experience in industry or commerce during their period of training. (para. 473).
- (97) The proposals of the Ministry of Labour Committee on the Preservation of Pension Rights should be implemented to assist in the recruitment of professional staff by local authorities (para. 480).

CHAPTER XIII

The Clerk and the other Principal Officers

486. The Committee on Management are enjoined in their terms of reference to consider, amongst other things, how local government might best continue to attract and retain principal officers of the calibre necessary to ensure its maximum effectiveness. In our terms of reference there is no direct mention of principal officers as such, but as the whole purpose of our enquiry is to make recommendations on the recruitment, training and use of local government officers we must of course include the Clerk and other principal officers in our consideration.

487. There is therefore an overlap in the deliberations of the two Committees at this point. The Committee on Management will be concerning themselves not only with the attraction and retention of elected representatives and principal officers but with the internal organisation of a local authority, its committee structure, delegation of work and so on. In their suggestions they will have had in mind the consequence which different arrangements might have on the position and influence of principal officers. We have related our recommendations in the main to the recruitment, training and careers of local government officials, including principal officers.

THE CLERK

488. There is much discussion and argument in these days about the powers and functions of the Clerk in local government. Should he be a City Manager on the American pattern, with a role similar to that of the General Manager in commerce, not only co-ordinating but directing the work of other principal officers? Should he be armed with some special authority, placing him in a stronger position in relation to his principal officer colleagues than the convention of '*primus inter pares*'? Need he be a lawyer and if not what sort of man should he be and what training should he receive? We received much evidence on all this. We took note of considerable variations in recent advertisements for clerkships, some requiring legal qualifications, others not, some insisting on the 'managing' functions, others being less emphatic on this score.

489. The Royal Commission on Local Government reporting in 1929 said it was imperative that one officer should be in a position to survey the whole field of the authority's activities and to secure co-ordination; it concluded that the most suitable officer was the Clerk.¹ The Commission noted that the success of the Clerk would depend on his personality and on his relations with other officers.² The Hadow Committee in its report in 1934 said it regarded the Clerk

¹ Royal Commission Report: paragraph 439.

² Ibid: paragraph 442.

as 'the chief administrative officer of the council. The council will look to him for advice on all major questions. He is the channel of their official correspondence, and responsible for the conduct of important negotiations on their behalf. The Clerk should co-ordinate the work of the several departments, should keep in touch with the decision of each of the committees, and should exercise a general supervision over all the work without interfering with heads of departments in strictly technical questions'.³ The Committee also noted that the Clerk who was a solicitor was normally responsible for the legal business of the authority but considered that 'his administrative functions are the more important'.⁴ The conditions of service for Town Clerks and District Council Clerks as recommended in 1949 by the Joint Negotiating Committee echoed what the Hadow Committee had recommended. The Clerk 'shall be the chief executive and administrative officer of the council. He shall be responsible for co-ordinating the whole work of the council'. The Treasury O and M Report on Coventry in 1953 advocated that the Town Clerk should become Town Clerk/Chief Administrative Officer. He was to give continual consideration to administrative arrangements in the hope of securing economy; he was to have full responsibility for securing inter-departmental co-ordination; he was to act as establishment officer and arrange common services; he was to furnish organisation and methods for all departments and he was to maintain a broad view of policy implementation mechanism. A few authorities⁵ are experimenting with new forms of leadership of the officers, and are openly placing emphasis on leadership and co-ordination by the Clerk.

490. More than 30 years have passed since the Hadow Committee reported and in that time the range of local government responsibilities has been so greatly extended that some of the Committee's suggestions about the Clerk's functions now seem unrealistic. We felt therefore that if we could find an acceptable definition of the Clerk's position and functions in existing circumstances, we should know what sort of man local authorities ought to be looking for and what experience and training he should have had. We should at the same time avoid the overtones, unacceptable in many quarters, of titles like 'City Manager'. For our part we prefer the traditional title 'Clerk'. We recommend that the position and functions of the Clerk should be as follows:

- (a) He should be recognised as head of the council's paid service.
- (b) He should have authority over all other heads of departments so far as this is necessary for the efficient management and execution of the council's functions except where—
 - (i) principal officers are exercising responsibilities imposed on them by statute,
 - (ii) the professional discretion or judgment of the principal officers is involved.

³ Hadow Report: paragraph 97.

⁴ Ibid: paragraph 97.

⁵ For example, Newcastle upon Tyne County Borough Council and Basildon Urban District Council.

- (c) It should be his duty to ensure that all matters affecting the council or its committees are brought forward in appropriate form, that the decisions are properly recorded and communicated to those officers and persons responsible for carrying them into effect. He should bring to their notice any apparent neglect or failure to execute the council's decisions and should if necessary report the matter to the council.
 - (d) In order that issues may be submitted to the council and its committees in appropriate form, he should ensure that, where necessary, they have first received inter-departmental consideration, and that all professional and technical advice is available to the council or committees.
 - (e) He should be the council's official co-ordinator as far as the major objectives and decisions of the council are concerned. He should also be responsible for ensuring that the objectives and decisions of departments and committees are known to each other and that they are consistent with each other and with those of the council.
 - (f) His position as head of the council's service should be clearly recognised and principal officers told what his responsibilities are and enjoined to assist him, by continuous co-operation and consultation, to discharge them effectively.
 - (g) Where the circumstances of a council make it possible, he should be divorced from professional work and other extraneous duties to enable him to concentrate on his duties as the head of the council's service and a separate Legal Department under a Principal Legal Officer established.
491. The Royal Commission on Local Government in 1929 said that:
'Many authorities of moderate size find it necessary to combine the duties of Clerk and legal adviser; and we think that, generally speaking, the balance of convenience points to the selection of a Clerk with legal qualifications. We have come to this conclusion with two reservations. In the first place we are aware that many authorities are efficiently served by lay Clerks. Secondly, very large authorities are able to provide for a qualified legal adviser on their staff other than the Clerk, and therefore need not require that the Clerk should have legal qualifications. In these cases it would, in our view, be regrettable if such a requirement were maintained to the exclusion of candidates who might bring into the service of an authority administrative abilities of a high order.'⁶
492. The Hadow Committee in 1934 said:
'We cannot agree, therefore, that a . . . legal qualification should always be a condition of appointment as Clerk to a local authority, particularly to a large local authority. Small and medium-sized authorities are no doubt well advised to prefer candidates possessing legal qualifications, but we think it would be regrettable if any local authority, otherwise provided with adequate legal assistance, were to refrain from appointing as Clerk a person of proved administrative ability, simply because he was not a solicitor or a barrister.'⁷

⁶ Royal Commission Report: paragraph 442.

⁷ Hadow Report: paragraph 100.

Since we started our work there have been a number of cases of major authorities advertising for Clerks or a chief administrative officer with a different title and not insisting on legal qualifications.³

493. It is certain that the Clerk's functions as we have defined them in paragraph 490 have been and are performed effectively in many authorities by lawyer Clerks. It is equally certain that in some they have not been and are not. The duties call for a high degree of administrative skill and for the exercise of personal qualities of sensitive leadership. So long as there are 1,450 local authorities, they will not all have the same problems of management and co-ordination and will not offer the same range of responsibilities to the Clerk. The qualities required in a Clerk are found, as we have stressed in paragraph 236, in certain men irrespective of their professional qualifications and experience. It is this type of man that, in our view, local authorities should seek to appoint and it matters not at all whether his training has been as an engineer, an accountant, a lawyer a doctor, a lay administrative officer, an industrialist or a civil servant. In Chapter VIII we dealt with the modern need for training in management and in the associated techniques. Clearly a man, irrespective of his profession, who aspires to the position of Clerk should have had training of this kind. We recommend that Clerkships should be open to people of all professions and occupations.

OTHER PRINCIPAL OFFICERS

494. We have no doubt that one of the incentives to recruitment into local government service is the position of the principal officer, enjoying as he does special relations with the council and the committee or committees to which he has professional responsibilities. Subject to the directions of the committees on general policy, the principal officer enjoys professional independence in the provision of services to the public. Some principal officers have special responsibilities. For example some have specific duties placed on them which cannot be the subject of direction by the council which employs them: the Treasurer additionally is required to supervise the maintenance of safe and efficient financial arrangements in all departments. In some cases principal officers' salaries lie outside the APT scales and are negotiated either by the Joint Negotiating Committee or outside the ambit of local government altogether.

495. It is not surprising, therefore, that with the growth of specialised knowledge there are more and more specially qualified professional men seeking principal officer status. They want the professional independence it confers and they want their salaries separately negotiated.

* Basildon Urban District Council (Town Manager).

Bath County Borough Council.

Leicester County Borough Council.

Manchester County Borough Council.

* Newcastle upon Tyne County Borough Council (Principal City Officer with Town Clerk)

Nottingham County Borough Council.

* Oxford County Borough Council.

Salford County Borough Council.

West Sussex County Council.

(The authorities marked with an asterisk did not appoint a lawyer.)

496. Any local authority should relate its internal organisation to its responsibilities and to the efficient discharge of them and not to the aspirations of individuals. Too many departments, each headed by an independent principal officer, would make co-ordination of effort, especially in large conurbations, exceptionally difficult. The attractions of principal officer status should not lead local authorities into the establishment of a diffuse number of departments each under its own principal officer.

497. On the other hand, if local government is to fulfil effectively its responsibilities for the provision of specialist services to the public it must continue to be able to attract specialist officers of high quality. Any internal re-organisation which interfered, or even seemed to interfere, with the professional independence of the major principal officers would be a serious deterrent to recruitment. Similarly local authorities would need to take care, in the organisation of their departments, to ensure that the 'lesser' professions, as they might be called, were appropriately placed in the chain of command and given acceptable status. In the world of social welfare the Seebohm Committee is now examining possible departmental organisations.

498. There is a case for a reduction in the number of independent departments and for placing related departments together under one manager in order to obtain more co-ordinated work in those areas of activity where co-ordination is necessary. We recommend that local authorities should consider a reduction in the number of separate departments by placing under one officer a group of departments which can be shown to have related functions. The effect of placing related departments under one management would be to put even greater emphasis on the managerial qualities of the head of the group of departments. We believe that the same emphasis on the managerial qualities of the head of department will result from any re-organisation of the structure of local government which results in large administrative units and, therefore, in departments with a much wider scope than many have at present. We therefore recommend that appointments to such senior and responsible positions should be on the basis of the best man for the job with particular emphasis on his managerial ability.

DELEGATION

499. The law does not provide for delegation of decision making to officers* although in practice many officers enjoy widely differing degrees of discretion. We believe, with the Committee on Management, that the law should be amended to allow the delegation of the powers and functions of the local authority to principal officers and that more could be done by local authorities within the framework of existing legislation to entrust greater responsibilities to their officers. This would not only provide more attractive and challenging official careers, and thus stimulate recruitment; it would also enable authorities to conduct their business more efficiently by ensuring that decisions were taken at the appropriate level. This suggestion does not imply any change in the

* See Chapter II: paragraphs 14 and 15.

principle that overall control of an authority's affairs should rest with elected members. We recommend that local authorities should devolve much wider administrative responsibility on principal officers. We further recommend that the law should be amended to permit the delegation of statutory functions and responsibilities to them.

SUMMARY OF RECOMMENDATIONS

- (98) The Clerk of an authority should be recognised as head of the council's paid service and should have authority over all other heads of departments so far as this is necessary for the efficient management and execution of the council's functions (para. 490).
- (99) Clerkships should be open to men and women of all professions and occupations (para. 493).
- (100) Local authorities should consider reducing the number of separate departments by placing under one officer a group of departments which can be shown to have related functions. Appointments of officers to such positions should have particular regard to their managerial abilities (para. 498).
- (101) Local authorities should devolve much wider administrative responsibility on principal officers (para. 499).
- (102) The law should be amended to permit the delegation of statutory functions to principal officers (para. 499).

CHAPTER XIV

Recommendations

500. During the period of our work we have seen local authorities criticised for the increase in their staffs, the growth of their expenditure and for the burden of rates. We have also seen local authorities attacked for the inadequacy of their services and exhorted to do what they may not already be doing. There is no limit to the demand for social services and the physical environment is seldom equal to the demands which the public makes on it. But society can only have the services and amenities which its resources will allow. No amount of pressure by bodies of opinion and no amount of statutory definition of local authorities' powers and duties will secure the services and amenities without the money and the people to provide them.

501. Local authorities in England and Wales suffer, like all employers, from the national shortage of manpower and particularly of skilled and trained people. They cannot make good their shortages by cutting down their direct services to the public. What local government can do is to make sure that its own house is in order and that it can give satisfactory answers to the following questions:

- (a) Are its recruitment policies and procedures and the career prospects it offers geared to the present educational pattern?
- (b) Are its training programmes and its managerial structures designed to develop the abilities of officers to the full?
- (c) Does it make the most economical and efficient use of manpower, so that skills and abilities are properly related to the jobs to be done?
- (d) Is its internal organisation so designed that control is effectively exercised and the fullest use made of modern management techniques, and does it make full use of the opportunities which exist for the exercise of initiative by its officers?

502. On these main issues we set out our recommendations below. They will not all be applicable to all local authorities. That is one of the difficulties of an enquiry of this kind; it is impossible to generalise about a service which has 1,450 component parts. But we believe that action can generally be initiated on them without any new legislation and without awaiting the results of other enquiries which are now being conducted.

503. In setting out the recommendations we have departed from the order followed in the Report. We thought it might be more convenient if we grouped them under headings of those with whom action lies. Almost all the recommendations must inevitably be the responsibility of individual local authorities and for the sake of clarity we have subdivided these under subject headings. For ease of reference we have stated both the paragraph numbers in which recommendations appear and the serial numbers of the recommendations.

504. We recommend that local authorities should accept the following propositions and responsibilities:

Recruitment

- (a) They should recognise the growing need to recruit graduates as trainees for professional and administrative posts and the danger of not doing this; and should therefore place increasing emphasis on recruitment from universities and colleges (paras. 202(d) and 254(b); recommendations 3 and 32).
- (b) They should continue to recruit school leavers who do not go on to higher education and, as an incentive to recruitment, offer good training schemes and opportunities to obtain administrative and professional qualifications (paras. 202(c) and 254(a); recommendations 2 and 31).
- (c) They should accept that it is necessary to offer rewards and attractions comparable with those offered by competing employers in order to attract and retain staff of the quality they need (para. 202(a); recommendation 1).
- (d) They should consider offering an extension of talks and lectures on local problems and developments to the schools (para. 281; recommendation 37).
- (e) They should consider giving senior pupils the opportunity of seeing local authority work at first hand by means of holiday attachments (para. 281; recommendation 38).
- (f) They should ensure that officers responsible for recruitment maintain contact with career masters in local schools and with youth employment officers; these contacts should be supplemented by publicity for local authority careers organised on a national scale (para. 282; recommendation 39).
- (g) They should pay careful attention to the timing of their approaches to school leavers and to the quality of their advertisements and publicity material (para. 283; recommendation 40).
- (h) They and/or some central organisation speaking for local government as a whole should develop direct contacts with the universities and their undergraduates through conferences, the provision of information, talks to undergraduates and visits by undergraduates to local authorities (para. 291(a); recommendation 41).
- (i) They should take particular care about the timing of approaches to secretaries of appointments boards and to undergraduates (para. 291(b); recommendation 42).
- (j) They should establish close contacts with the registrars of technical and similar colleges and the future polytechnics (para. 292; recommendation 43).

- (k) They should recognise that in providing local health services, they are responsible for one of the three main branches of the National Health Service; in recruiting medical practitioners they should note the changes which affect the recruitment and use of medical practitioners in the other two (para. 212(b) (iii); recommendation 9).
- (l) Individual local authorities should consider making joint arrangements between themselves for the recruitment, appointment and training of staff (para. 425; recommendation 84).

Career prospects

- (a) They should ensure that the prospects of the school leaver trainee are, when he has qualified, the same as those of his graduate counterpart (para. 267; recommendation 35).
- (b) They should ensure that the technician is given a proper place beside the professional officer (para. 226; recommendation 20).
- (c) They should provide for the career of the lay administrative officer, subject to the size of an authority and the scope of its responsibilities, to take him to the second or third tier position in a department; he should be equal in salary and status with his professional colleagues at those levels (para. 234; recommendation 29).
- (d) They should ensure that all senior posts in education departments, except that of Chief Education Officer and those concerned with advisory work with the schools, are open to the lay administrative officer whose experience and qualifications are deemed to be appropriate (para. 212(e); recommendation 13).
- (e) They should recognise that the Clerkship of an authority, being mainly an administrative post, should be open to all professions including that of the lay administrative officer (para. 236; recommendation 30).

Selection procedure

- (a) They should consider seeking the advice of outside assessors in addition to that of the Clerk or establishment officer when appointing principal officers and their deputies (para. 450; recommendation 90).
- (b) They should ensure that interviewing panels of elected members for the selection and appointment of principal officers and their deputies are small (para. 450; recommendation 91).
- (c) They should give principal officers responsibility for selecting and appointing staff on behalf of the authority up to and including third tier level in the departments concerned making full use of specialist advice available in the Clerk's Department (para. 451; recommendation 92).

Training

- (a) They should accept responsibility for arranging training facilities and for enabling their officers to make full use of them (para. 326; recommendation 50).

- (b) They should provide adequate facilities for continued general education as well as professional training for those trainees who are recruited direct from school. They should sponsor selected well qualified candidates for full-time university degree courses (para. 336; recommendation 58).
- (c) They should make allowance for training needs when fixing departmental establishments (para. 339; recommendation 60).
- (d) They should make it clear that one of the Clerk's duties is to satisfy himself that adequate training schemes exist (para. 394(a); recommendation 79).
- (e) They should make it clear that principal officers are responsible for seeing that adequate arrangements are made for the training of their departmental staff, making full use of specialist advice and facilities available in the Clerk's department when required (para. 394(b); recommendation 80).
- (f) They should ensure that the post of training officer is one of senior status (para. 395; recommendation 81).
- (g) They should arrange for a Local Government Training Board to be established on the lines suggested by the LGEB Working Party on the Cost of Training (para. 401; recommendation 82).

Induction Training

- (a) Each authority should accept responsibility for arranging induction training although it may sometimes be appropriate to make use of facilities provided by other authorities or by provincial councils (para. 332(d); recommendation 54).
- (b) They should ensure that induction training is available for new entrants to their service (para. 332(a); recommendation 51).
- (c) They should arrange for induction training to include a study of the work of the individual authority in order to enable new entrants to make an effective contribution at the earliest opportunity; it should also constitute a necessary preliminary to officers' vocational training (para. 332(b); recommendation 52).
- (d) They should provide for the form of induction training to vary according to the age, ability and background of the new entrant and the job on which he is to be employed (para. 332(c); recommendation 53).
- (e) They should remind supervising officers of their responsibility for the guidance and initial training of junior entrants (para. 332(e); recommendation 55).

Professional Training

- (a) All authorities which have facilities to offer recognised courses of professional training to their officers should do so (para. 333; recommendation 56).
- (b) They should recognise that the universities will in future provide increasing numbers of professional trainees and their training programmes should take this into account (para. 335; recommendation 57).

- (c) They should accept that training for professional qualifications at all levels should be by means of release for full-time, sandwich, block release or day release courses. When in exceptional circumstances study has to be undertaken by a correspondence course officers should be granted time for study during normal working hours (para. 338; recommendation 59).
- (d) They should give their professional officers opportunities to gain the widest possible experience in their own and, where appropriate, in related departments (para. 340; recommendation 61).
- (e) They should be prepared to arrange periods of secondment for selected officers to other local authorities, to industry and commerce and to other branches of public employment (para. 340; recommendation 62).
- (f) They should accept responsibility for arranging attendance at suitable courses of professional training and should make greater use of facilities provided by local education authority colleges as well as those provided by universities, provincial councils, and other agencies (para. 342; recommendation 63).
- (g) They should sponsor greater numbers of suitable health visitors to take courses to qualify them as field work instructors and should sponsor the training of suitably qualified health visitors to take posts as tutors (paras. 213; recommendation 15).
- (h) They should take the full number of trainee public health inspectors allowed by the Public Health Inspectors Education Board (para. 214; recommendation 16).
- (i) They should sponsor on sandwich courses in engineering the maximum number of school leaver trainees they are permitted (para. 214; recommendation 17).
- (j) They should sponsor the training of older women as midwives and encourage them to remain in practice (para. 229(a); recommendation 23).

Training for the lay administrative officer

- (a) They should recognise the DMA as an 'in-service degree' with a bias towards public administration; responsibility for the conduct of the examinations for the DMA should continue to rest with LGEB (para. 353; recommendations 65 and 66).
- (b) They should accept that the graduate and the holder of the DMA need further training to fit them for the duties of a lay administrative officer (para. 357; recommendation 67).
- (c) They should arrange training for the lay administrative officer to take account of both the work to be performed and the diversity of backgrounds of the trainees; this training should be divided into three parts:
 - (i) practical experience;
 - (ii) general studies;
 - (iii) specialist studies in administrative subjects (para. 359; recommendation 68).

- (d) They should ensure that training arrangements for lay administrative officers are flexible to meet the varying needs of those involved (para. 360; recommendation 69).
- (e) They should allocate responsibility for the initial practical training of the lay administrative officer to the Clerk or one of his immediate subordinates designated for this purpose (para. 368; recommendation 70).

Training for Clerical staff

- (a) They should provide facilities to enable their clerical and machine operating staff to improve their educational standards and their technical proficiency (para. 372; recommendation 71).
- (b) They should encourage clerical staff with the necessary ability to gain qualifications of the standard necessary to apply for entry to the trainee grade (para. 372; recommendation 72).

Management training

- (a) They should recognise the need for their senior officers to receive formal training in management and the provision of this training should be rapidly and widely developed (paras. 301 and 380 (a); recommendations 44 and 73).
- (b) They should arrange management training to suit the needs of the individual officer by making use of courses of an adequate standard provided at universities, business schools and colleges (para. 380(b); recommendation 74).
- (c) They should ensure that a medical practitioner who transfers from purely clinical duties to those involving responsibilities for management receives training at an early stage that will fit him for his new responsibilities (para. 212(b)(v); recommendation 11).

Training in management services

- (a) They should consider to what extent they can train their own staff for computer operation and for other specialist work in management services (para. 316; recommendation 48).

Refresher training

- (a) They should provide training designed to keep serving officers abreast of developments in their specialisms as part of authorities' responsibility for the continuous assessment of training needs and for providing facilities to meet them (para. 390(a); recommendation 76).
- (b) They should be prepared to retrain staff displaced by technological change (para. 390(b); recommendation 77).
- (c) They should provide refresher training for married women and others returning to professional or clerical employment (para. 390(c); recommendation 78).

Use of staff

- (a) They should recognise that the shortage of medical practitioners is such that these officers should not be charged with responsibility for services such as those provided under the National Assistance Act (para. 212(b)(vi); recommendation 12).
- (b) They should examine their establishments to see whether and to what extent work can be done without loss of efficiency by staff who do not have full professional qualifications (para. 225; recommendation 19).
- (c) They should ensure that the technician is given a proper place beside the professional officer (para. 226; recommendation 20).
- (d) They should draw on private resources for specialist services when the flow of the particular specialised work is irregular (para. 227; recommendation 21).
- (e) They should:
 - (i) do all they can to recruit married women with professional qualifications;
 - (ii) recruit married women without professional qualifications and provide training facilities so that they may be used effectively (para. 228; recommendation 22).
- (f) They should take part in an enquiry to determine whether any of the work of weights and measures administration can be satisfactorily performed by officers with less than the full professional qualification under the supervision of professionally qualified inspectors (para. 207; recommendation 4).
- (g) They should employ staff without full professional qualifications in public health inspection whenever the work can be done without loss of efficiency (para. 208; recommendation 5).
- (h) They should employ married women who are qualified in order to alleviate the shortage of librarians (para. 229(b); recommendation 24).
- (i) They should ensure not only that working conditions are adequate but also that ancillary assistance and the equipment that officers require to do their jobs efficiently are provided (para. 230(a); recommendation 25).
- (j) They should provide clerical assistance to help field officers with routine correspondence, telephone calls and the making of appointments (para. 230(b); recommendation 26).
- (k) They should do all they can to facilitate the use of cars and other suitable means of transport by such staff as health visitors, home nurses and midwives (para. 230(c); recommendation 27).
- (l) They should develop modern methods of radio communication to assist in the effective deployment of field staff (para. 230 (d); recommendation 28).
- (m) They should make greater use of the management services not only to assist decision making but also to enable scarce resources to be used to the full. Authorities with limited resources and responsibilities should enter into joint arrangements for the provision of the full range of management services (paras. 302 and 311; recommendations 45 and 46).

- (n) They should ensure that there is a wide appreciation of the value and use of management services and particularly of the computer amongst their staff exercising managerial responsibilities and that officers in the trainee grade develop this appreciation in the course of their training (para. 317; recommendation 49).

Internal organisation

- (a) They should ensure that the Clerk is recognised as head of the council's paid service and that he has authority over all other heads of departments so far as this is necessary for the efficient management and execution of the council's functions (para. 490; recommendation 98).
- (b) They should ensure that Clerkships are open to people of all professions and occupations (para. 493; recommendation 99).
- (c) They should consider reducing the number of separate departments by placing under one officer a group of departments which can be shown to have related functions. Appointments of officers to such positions should have particular regard to their managerial abilities (para. 498; recommendation 100).
- (d) They should devolve much wider administrative responsibility on principal officers (para. 499; recommendation 101).
- (e) They should make adequate arrangements for central establishment control (para. 437; recommendation 86).
- (f) They should allocate responsibility for establishment matters to the Clerk or alternatively to an officer to whom the Clerk has delegated this function (para. 429; recommendation 85).
- (g) They should ensure that the officer to whom responsibility for establishment work is delegated has the status and capacity to undertake it effectively (para. 440; recommendation 88).
- (h) A central establishment organisation in a local authority should provide a number of executive services for individual departments and for the authority as a whole (para. 439; recommendation 87).

Mobility of staff

- (a) They should encourage mobility of officers between local authorities and other branches of the public service. Periods of secondment or attachment to government departments and statutory corporations should be arranged for local government officers and to local authorities for civil servants and officers of statutory corporations. These attachments and secondments should be developed by the proposed Central Staffing Organisation (para. 471; recommendations 93 and 94).
- (b) They should recruit qualified and experienced officers from the private sector (para. 473; recommendation 95).
- (c) They should develop facilities to enable some local government officers to gain experience in industry or commerce during their period of training (para. 473; recommendation 96).

PROFESSIONAL ASSOCIATIONS

505. We recommend that the appropriate professional institutions and societies should examine the following suggestions:

- (a) There should be greater emphasis on administration and social matters in the training of those solicitors who propose to follow a career in local government or other branches of the public service (para. 212(a)(ii); recommendation 6).
- (b) The efforts now being made to extend training facilities for architects and planners should be intensified (para. 213; recommendation 14).
- (c) Pupillage, in all professions where it is practised, should be re-examined (para. 215; recommendation 18).

MINISTRY OF HOUSING AND LOCAL GOVERNMENT

506. We recommend that the Ministry of Housing and Local Government should examine the possibility of amending the law to permit the delegation of statutory functions to principal officers (para. 499; recommendation 102).

BOARD OF TRADE

507. We recommend that the Board of Trade should institute an enquiry to determine whether any of the work of weights and measures administration can be satisfactorily performed by officers with less than the full professional qualification under the supervision of professionally qualified inspectors (para. 207; recommendation 4).

MINISTRY OF HEALTH

508. We recommend that the Ministry of Health should consider the following suggestions:

- (a) The relative positions of medical practitioners in the local authority service and in the other two branches of the National Health Service should be re-examined (para. 212(b)(i); recommendation 7).
- (b) An enquiry should be made to determine how far the needs of the clinical services that have to be provided by local authorities can be met by recruiting officers who have clinical responsibilities in one or both of the other main branches of the National Health Service and who intend to continue the practice of clinical medicine (para. 212 (b)(ii); recommendation 8).
- (c) The recruitment and training of medical practitioners for the management of health services should be reviewed in the wider context of the recruitment of medical practitioners to the administrative staffs of Regional Hospital Boards and to the civil service, and this review might include a common system of training and interchangeability of staff (para. 212(b)(iv); recommendation 10).

CENTRAL TRAINING COUNCIL IN CHILD CARE

509. We recommend that the efforts now being made to extend training facilities for child care officers should be intensified (para. 213; recommendation 14).

COUNCIL FOR TRAINING IN SOCIAL WORK

510. We recommend that the efforts now being made to extend training facilities for social welfare officers should be intensified (para. 213; recommendation 14).

NATIONAL JOINT COUNCIL

511. We recommend that the National Joint Council:

- (a) Should consider whether, in the interests of efficiency, it would be desirable for salary scales for clerical workers to be short and for typing and machine operating staff to be in the Clerical Division at appropriate salary levels (para. 261; recommendations 33 and 34).
- (b) Should accept that it is necessary to offer rewards and attractions comparable with those offered by competing employers in order to attract and retain staff of the quality which local authorities need (para. 202(a); recommendation 1).
- (c) Should note that we endorse the provision of career grades subject to the reservations set out in paragraph 278 (recommendation 36).

LOCAL AUTHORITY ASSOCIATIONS

512. The local authority Associations will naturally be concerned with all the recommendations in this Report but we hope they will give particular consideration to the following:

- (a) That they should set up a Central Staffing Organisation to keep local government staff training needs under review and to perform a number of functions in relation to recruitment and training (paras. 344 and 419; recommendations 64 and 83).
- (b) That they should determine how adequate facilities for training local government officers in establishment work can best be provided (para. 441; recommendation 89).
- (c) That they should establish a central body to co-ordinate the resources of the various agencies concerned with the provision of, or advice on, the management services (para. 313; recommendation 47).
- (d) That they should establish high level courses on the lines of those provided by the Imperial Defence College and make approaches to the Treasury and others likely to be concerned (para. 385; recommendation 75).
- (e) That they should press for the implementation of the proposals of the Ministry of Labour Committee on the Preservation of Pension Rights to assist in the recruitment of professional staff by local authorities (para. 480; recommendation 97).

Acknowledgements

We are glad to acknowledge our debt to all those who have assisted us in making this Report.

To those local authorities, organisations and individuals who gave us written or oral evidence and who are listed in Appendices A and B we express our gratitude for the interest they have taken in our work.

We are grateful for the assistance given us by professional bodies in providing factual information on the situation in their professions.

We are deeply indebted to the Councils of Birmingham and Sheffield for their generous co-operation in agreeing to process replies to our questionnaires and to the two City Treasurers and their staffs for their work on this material when they were hard pressed with their own duties. In the preparation and distribution of one of our questionnaires we were greatly assisted by NALGO; to the Association and its Branch secretaries we express our thanks for their co-operation.

Some of our number visited Sweden and France and we wish to record our thanks to the staffs of the local government training school at Sigtuna, the Social High School at Stockholm and the Ecole Nationale d'Administration in Paris, and to the representatives of the various Ministries and Government services in Sweden and France for much information and for their invaluable assistance in arranging the programmes of the visits.

The secretaries of a number of university appointments boards from their experience of local government recruitment gave us their views which were of great help. We greatly appreciate their co-operation.

We are also indebted for help and advice given us by the Principals and staff of the British Iron and Steel Federation Management College at Ashorne Hill which some of our number visited and of other similar institutions concerned with management training who gave us valuable information.

There are many other individuals, too numerous to mention here, connected with local government in this country who have patiently answered our questions and who have contributed to our understanding of local authorities' staffing problems; to these also we record our appreciation.

Finally we pay a most sincere tribute of esteem and gratitude to the Secretariat—Mr. M. V. Saville, Mr. H. G. Cooper, Mr. D. E. Oddy and their supporting staff. Their work has been accurate, discreet and imaginative. They have been industrious, patient and co-operative in every way.

APPENDIX A

WRITTEN EVIDENCE (See Chapter 1, paragraph 5)

List of individuals who gave evidence

Mr. T. J. Ashcroft, DMA, AISW*	Mr. T. Lewis*
Mr. C. V. Baker*	Mr. W. Madeley, BSc, AMICE, AMI Struct E*
Mr. H. Begley, DMA*	Mr. A. S. Martin*
Mr. H. J. Bond*	Mr. D. J. Mason* (jointly with Mr. Rickard)
Mr. G. Bowden*	Mr. A. W. Miles*
Mr. J. T. Brindley, FCIS*	Mr. D. G. Morgan*
Mr. G. S. Bull, BSc, DPA*	Mr. C. A. Moss*
Cmdr. B. L. Butcher*	Mr. E. B. Oglesby
Mr. M. N. Carrington, DMA*	Mr. E. Paine*
Mr. V. Carter	Miss E. M. Perrin, FRSA, ALA*
Mr. D. N. Chester, CBE, MA, LL.M†	Mr. G. H. Pierce*
Mr. J. F. Clark, MSc, FRIC, DIC, ARCS, FRSH*	Mr. G. Powell*
Mr. H. Davies*	Mr. J. N. Rickard* (jointly with Mr. Mason)
Mr. I. H. Dowson*	Mr. E. Roberts*
Professor J. F. Garner, LL.M*	Mr. L. E. Rockley, BCom, AIMTA*
Mr. W. B. Harbert AAPS*	Mr. D. G. Seager
Miss I. Harrison*	Mr. A. Sleet
Mr. W. Herbert	Mr. A. D. Smith*
Mr. K. C. E. Holmes, FIAC*	Mr. R. Storey*
Mr. G. H. Holt, BA, AMPTI*	Mr. I. D. Thomson*
Mr. R. S. Hulbert, BSc(Econ.), AMBIM, AIPM*	Mr. E. M. Townend*
Mr. H. N. Jenner, MBE, MICE, MIMUNE, F Inst HE*	Dr. Monica Vincent*
Miss E. Jones	Mr. E. S. Walker, ACCS, DPA (Lond.)
Mr. G. S. Jones*	Mr. J. H. Walters*
Mrs. H. G. Jones*	Mr. J. H. Ward*
Mr. M. B. Kinch, DMA*	Mr. F. O. Waterhouse*
Mr. E. Knowles, ACIS	Mr. R. Watridge, BSc, FRIC, FCS*
	Mr. W. F. Whitehouse*

List of Bodies which gave Evidence

- *Acton Society Trust
- *Association and Guild of Public Health Inspectors (joint submission)
- *Association of British Chambers of Commerce
- *Association of Chief Education Officers and Association of Education Officers (joint submission)
- *Association of Chief Housing Officers (Manchester and District Area)
- *Association of Child Care Officers
- *Association of Civil Defence Officers
- *Association of College Registrars
- *Association of County Medical Officers of Health
- *Association of Directors of Welfare Services
- *Association of Hospital Matrons
- *Association of Local Authority Valuers and Estate Surveyors

†Published evidence independently

*Agreed to evidence being quoted in full or in part

Written Evidence: List of Individuals and Bodies which gave Evidence

- †Association of Local Government Engineers and Surveyors
- *Association of Local Government Financial Officers
- *Association of Private Architects
- *Association of Rural District Council Surveyors
- *British Dental Association (Public Dental Officers' Group)
- *British Medical Association
- *Building Surveyors Institute
- *Central Midwives Board
- *Central Training Council in Child Care
- *Civic Catering Authorities' Association
- †Corporation of Secretaries
- *Cotswold Water Board
- *Council for the Training of Health Visitors
- *Council for Training in Social Work
- *County Land Agents' and Valuers' Association
- *Engineers' Guild Ltd.
- *Faversham Society
- *Folkestone Borough Council
- *Health Visitors' Association
- *Hoylake Urban District Council
- *Huntingdonshire County Council
- †Incorporated Association of Architects and Surveyors
- *Incorporated Society of Auctioneers and Landed Property Agents
- *Institute of Baths Management (Inc.)
- *Institute of Burial and Cremation Administration
- *Institute of Housing and Society of Housing Managers (joint submission)
- *Institute of Landscape Architects
- †Institute of Local Government Administration
- *Institute of Municipal Building Management
- †Institute of Municipal Treasurers and Accountants
- *Institute of Public Cleansing
- *Institute of Public Supplies
- *Institute of Quantity Surveyors
- *Institute of Sewage Purification
- *Institute of Social Welfare
- *Institute of Weights and Measures Administration
- *Institute of Youth Employment Officers
- *Institution of Civil Engineers
- †Institution of Municipal Engineers
- *Institution of Structural Engineers
- †Lancashire County Council
- *Lecturers in Public Administration at Birmingham College^c of Commerce
- *Leicester County Borough Council
- *Library Association
- *Local Government Legal Society
- *Local Government Work Study Group
- *London County Council
- †London County Council Staff Association
- †Nalco
- *Nalco (Sleaford and East Kesteven Branch)
- *National Association of Educational Technicians
- †National Association of Parish Councils
- *National Union of Townswomen's Guilds
- *NJC (Employers')

- *Oxfordshire County Council Staff Association
- *'Phoenix'
- †Public Administrative Students Society
- *Queen's Institute of District Nursing
- †Rating and Valuation Association
- *Richmond Rural District Council
- †River Thames Society
- *Royal College of Midwives
- *Royal College of Nursing and National Council of Nurses of the United Kingdom
- †Royal Institute of British Architects
- *Royal Institute of Public Administration
- *Royal Institution of Chartered Surveyors, Chartered Land Agents' Society and Chartered Auctioneers' and Estate Agents' Institute (joint submission)
- *Society of Archivists
- *Society of Chief Inspectors of Weights and Measures
- *Society of Clerks of Rural District Councils
- *Society of Clerks of Rural District Councils (North Riding Branch)
- *Society of Clerks of the Peace of Counties and of Clerks of County Councils
- *Society of Clerks of Urban District Councils
- *'Societies of County Chief Officers' i.e., joint submission by Societies of Clerks of the Peace of Counties and of Clerks of County Councils, County Treasurers, County Surveyors, County Education Officers, County Architects, County Planning Officers, County Welfare Officers, County Land Agents, County Children's Officers, and the County Chief Officers' Section of the Institute of Weights and Measures Administration
- *Society of Medical Officers of Health
- *Society of Rural Financial Officers
- *Society of Town Clerks
- *Standing Conference of Organisations of Social Workers
- *Tottenham Borough Council
- *Town Planning Institute

APPENDIX B

ORAL EVIDENCE

(See Chapter 1, paragraph 6)

List of Witnesses

Associations of Chief Education Officers and Education Officers

Association of Child Care Officers

British Medical Association

Central Midwives Board

Mr. D. N. Chester, CBE, MA, LL.M., Warden of Nuffield College, Oxford

Professor J. F. Garner, LL.M., of the Department of Law, University of Nottingham

Mr. Paul Gillett, Principal Youth Employment Officer, Inner London Education Authority

Sir George Godber, KCB, DM, FRCP, DPH, Chief Medical Officer, Ministry of Health

Mr. W. Frank Harris, Principal City Officer with Town Clerk, Newcastle-upon-Tyne City Council

Mr. J. B. Howard, Assistant Under Secretary of State, and Mr. S. A. Gwynn, OBE, Superintending Inspector of the Children's Department for the London Region, Home Office

Institute of Local Government Administration

Institute of Municipal Treasurers and Accountants

Institute of Social Welfare

Institution of Civil Engineers

Institution of Highway Engineers

Institution of Municipal Engineers

Library Association

London County Council Staff Association

National and Local Government Officers Association

National Joint Council (Employers' Side) for Local Authorities' Administrative, Professional, Technical and Clerical Services and the Local Government Examinations Board (jointly)

Mr. J. E. Pater, CB, Under Secretary, and Mr. S. I. Smith, Assistant Secretary, Ministry of Health

Royal Institute of British Architects

Royal Institute of Public Administration

Royal Institution of Chartered Surveyors, Chartered Land Agents' Society & Chartered Auctioneers' and Estate Agents' Institute

Dame Evelyn Sharp, GBE, (now Baroness Sharp of Hornsey in Greater London), former Permanent Secretary, Ministry of Housing and Local Government

Mr. T. Dan Smith, Chairman, Economic Planning Council for the Northern Region and former councillor, Newcastle-upon-Tyne City Council

Mr. Trevor Smith¹, BSc(Econ.), Department of Political Studies, Hull University

Society of Clerks of Rural District Councils

Society of Clerks of the Peace of Counties and of Clerks of County Councils

Society of Clerks of Urban District Councils

Society of Town Clerks

Town Planning Institute

Mr. T. R. Weaver, CB, Deputy Secretary, Department of Education and Science

¹Mr. Trevor Smith gave both written and oral evidence on behalf of Acton Society Trust.

APPENDIX C

DOCUMENT 1

THE COMMITTEE'S QUESTIONNAIRE TO LOCAL AUTHORITIES
ON RECRUITMENT AND TRAINING

NOTE (1) For the purposes of answering this questionnaire teachers, police officers and fire officers should be excluded (except from the answer to (3) below).
(2) Columns headed 'Code No.' should be left blank.

PEOPLE IN LOCAL GOVERNMENT

COMMITTEE ON STAFFING IN LOCAL GOVERNMENT

QUESTIONNAIRE ON RECRUITMENT AND TRAINING

..... COUNCIL

- (1) TYPE OF AUTHORITY (delete as necessary): County
County Borough
Non-County Borough
Urban District
Rural District
- (2) POPULATION:.....
- (3) TOTAL NUMBER OF STAFF EMPLOYED:.....
(including teachers, police officers, fire officers and manual workers)

When completed please return to:

The Secretary to the Committee on Staffing in Local Government,
Queen Anne's Chambers,
28 Broadway,
London, S.W.1.

It would be of the greatest help to the Committee on Staffing if the completed questionnaire could be returned to the above address by 31st October 1964.

Committee on Staffing in Local Government

21st September 1964.

AUTHORITY	
	REF. NO.
TYPE	

I: Professional and Technical Staff

1. On the schedules provided for answering this question at the end of the Questionnaire, please give your establishment, by grades, for qualified or partly qualified professional and technical staff, giving also the professional or technical qualification required for each grade. Please show in the columns provided:

- (i) the number of posts which were unfilled at 31 August, 1964, and had been vacant for six months or more;
 - (ii) the number of posts, if any, that are at present filled by persons possessing less than the desirable qualifications for the post;
 - (iii) the number of officers, if any, employed by your authority who have left the Local Government Service during the last twelve months (other than on retirement);
- and
- (iv) where an establishment has not been increased to provide for additional work commitments because of known recruiting difficulties, the additional number of posts which would properly be required to cope with the work load assuming no recruitment difficulties.

- Notes: 1. When answering this question, local authorities are particularly requested to follow the listing of professional and technical staff set out overleaf. Where a profession is not listed it should be specified under 'Others'. Where a profession is not applicable to a local authority, it should be omitted from the schedule.
2. An example of how the Committee would like replies to this question to be set out is given overleaf in respect of Accountants.

Question 1 (Continued)

Professional and Technical Staff

Profession		Est.	Grade		Qualification Required		(i)	(ii)	(iii)	(iv)
Code No.				Code No.		Code No.				
01	Accountants	1	Chief Officer		Final I.M.T.A.					
		1	Deputy		Final I.M.T.A.					
		1	E		Final I.M.T.A.					
		3	C		Final I.M.T.A.					
		5	A		Final I.M.T.A.					
		2	A.P.T. IV		Final I.M.T.A.		1		1	1
		4	A.P.T. II/III		Inter I.M.T.A.		1	1	1	2
02	Architects									
03	Building Inspectors									
04	Child Care Officers									
05	Dentists									
06	Doctors									
07	Education Officers									
	Engineers—									
08	Civil & Municipal									
09	Electrical & Lighting									
10	Heating & Ventilation									
11	Mechanical									
12	Structural									
13	Health Visitors									
14	Land Agents									
15	Librarians									
16	Medical Auxiliaries									
17	Mental Health Workers									
18	Midwives									
19	Nurses									
20	Planning Officers									
21	Public Health Inspectors									
22	Quantity Surveyors									
23	Rating Officers									
24	Social Welfare Workers									
25	Solicitors									
26	Valuers									
27	Weights & Measures Officers									
28	Others (please specify):—									

AUTHORITY	
TYPE	REF. NO.

2. Please indicate in the appropriate column below thus* if your authority is experiencing (i) no difficulty, or (ii) some difficulty, or (iii) extreme difficulty, in recruiting trainees with the necessary educational qualifications for training in any of the under-mentioned professional posts.

Professional Post	(i) No difficulty	(ii) Some difficulty	(iii) Extreme difficulty
Code No.			
01 Accountants			
02 Architects			
03 Building Inspectors			
04 Child Care Officers			
05			
06			
07			
Engineers—			
08 Civil and Municipal			
09 Electrical and Lighting			
10 Heating and Ventilation			
11 Mechanical			
12 Structural			
13 Health Visitors			
14 Land Agents			
15 Librarians			
16 Medical Auxiliaries			
17 Mental Health Workers			
18			
19			
20 Planning Officers			
21 Public Health Inspectors			
22 Quantity Surveyors			
23 Rating Officers			
24 Social Welfare Workers			
25 Solicitors			
26 Valuers			
27 Weights and Measures Officers			
28 Any other profession for which it is extremely difficult to recruit trainees			

AUTHORITY	
TYPE	REF. NO.

II: Administrative Staff

3. Please give below, for each of your principal departments, (i) the number and (ii) the grades of your non-professional and non-technical staff on the A.P.T. and Lettered Scales who at 31 August, 1964, were employed on administrative duties; and show also (iii) the number of these officers who possessed the Local Government Examination Board's Diploma in Municipal Administration or similar qualification (e.g. Diploma in Public Administration).

Department		(i) No.	(ii) Grade	(iii) No. with D.M.A.
Code			Code	
01	Architects			
02	Children			
03	Clerk			
04	Education			
05	Engineer & Surveyor			
06	Health			

Continued overleaf

The Committee's Questionnaire to Local Authorities on Recruitment and Training

[illegible]

AUTHORITY		
TYPE	REF. NO.	

4. What is the highest post (with salary grade) in each of your principal departments which, within the last ten years, has been attained by (i) an officer who possessed a DMA (or similar qualification) but no other professional or technical qualification? and (ii) an officer who possessed no qualification at all?

[illegible]

AUTHORITY	
TYPE	REF. NO.

5. How many officers in your authority who, at 31 August, possessed the DMA or similar qualification, had not yet progressed beyond the Clerical Division (or, if your authority has a special scale, beyond £1,045)?

(i) Number of officers who possessed DMA (or similar qualifications).....

(ii) Number of officers in (i) who had not yet progressed beyond the Clerical Division (or £1,045)

6. Please show below the age distribution of your non-professional and non-technical staff on the APT and Lettered Scales who, at 31 August, were employed on administrative duties.

Ages	Number
65 and over	
60—64	
55—59	
50—54	
45—49	
40—44	
35—39	
30—34	
25—29	
under 25	
Total:	

AUTHORITY		
TYPE	REF. NO.	

III: New Entrants to the Local Government Service

① RECRUITMENT

7. Please give the following particulars of any graduate or holder of a University diploma recruited direct from the Universities during 1962, 1963 and 1964. Please indicate thus* in the last column if any of the officers concerned has to your knowledge, on ceasing employment with your authority, left the Local Government Service.

[illegible]

AUTHORITY		
TYPE	REF. NO.	

8. What is your authority's annual intake of new entrants into the General Division over the last three years:

- (a) of new entrants other than typing staff and machine operators:
- (b) of typing staff and machine operators:

Total:

NOTE: ANSWERS TO QUESTIONS BELOW SHOULD EXCLUDE TYPING STAFF AND MACHINE OPERATORS

9. What were the school-leaving qualifications of new entrants recruited by your authority during 1963:

NOTE: No entrants should be recorded under more than one heading: e.g. an entrant who possessed one pass at 'A' level and one or more passes at 'O' level should be recorded under category (d) only.

- (a) with less than 3 subjects at "O" level in the G.C.E.
- (b) with 3 or 4 subjects at "O" Level in the G.C.E.
- (c) with 5 or more subjects at "O" Level in the G.C.E.
- (d) with at least 1 subject at "A" Level in the G.C.E.
- (e) with 2 or more subjects at 'A' Level in the G.C.E.

Boys	Girls

10. Please indicate thus* below if your authority is currently experiencing no difficulty, moderate difficulty or extreme difficulty in recruiting boys and/or girls to go beyond the 'bar' in the General Division.

	Boys	Girls
No difficulty		
Moderate difficulty		
Extreme difficulty		

AUTHORITY		
TYPE	REF. NO.	

11. Please state against the age categories below the number of new entrants recruited by your authority on first appointment during 1963:

AGE AT ENTRY	Boys	Girls
15		
16		
17		
18 and over		

12. Please indicate thus* below (i) if your authority recruits a 'pool' of new entrants once or twice a year or as and when required, and (ii) if recruitment is undertaken centrally or by individual departments:

(i)	New entrants recruited once or twice a year	
	New entrants recruited as and when required	
(ii)	All recruitment undertaken centrally	
	Recruitment undertaken by individual departments	

13. Please indicate thus* below what arrangements your authority makes to advertise vacancies in its service and to bring these to the notice of school-leavers.

Local advertisement	...	...	...	...	...
Visits to schools	...	...	...	...	...
Youth Employment Service	...	...	...	...	...
Local government career exhibitions	...	...	...	...	...
Other arrangements	...	...	...	...	...
No special arrangements	...	...	...	...	...

14. Does your authority operate the National Joint Council's special entry arrangements, or any other arrangements, for better qualified entrants?

Yes	...	...	...	...	<div></div>
No	...	...	...	...	<div></div>
Any other arrangements	...				<div></div>

15. What is the approximate wastage of new entrants in the first five years of their service, expressed as a percentage of the total intake, in the case of:

(a) Boys:

(b) Girls:

AUTHORITY		
TYPE	REF. NO.	

(11) TRAINING

16. Please give below, by departments, the number of officers who were undertaking professional, technical or administrative training during each of the years 1962 and 1963, and the number who are undertaking training in 1964, under the following headings:

[illegible]

AUTHORITY	
	REF. NO.
TYPE	

17. Please indicate thus* below if your authority makes any formal arrangements of its own, or takes advantage of arrangements made by other authorities or organisations, for 'induction' training for new entrants.

Makes own arrangements	
Takes advantage of arrangements made by another local authority	
Takes advantage of arrangements made by provincial council	
Any other arrangements (please give brief details below)	
Makes no arrangements	

18. If your authority grants release to graduates (including holders of University diplomas) and to other new entrants, for part-time or full-time attendance at approved study courses, please indicate below, separately for the years 1962 and 1963:

- (i) the number of graduates and other new entrants who were so released;
- (ii) what percentage (i) represents of the intake.

	(i)	(ii)	(i)	(ii)
Graduates and diploma holders				
Other new entrants				

AUTHORITY		
TYPE	REF. NO.	

19. If there is an officer on your authority's staff who is made clearly responsible for encouraging and guiding members of the staff in their training, please give his rank and grade. If there is no one officer because this encouragement and guidance is given departmentally, please give the posts and grades of the officers responsible for this task in your principal departments.

Post.....

Grade.....

[illegible]

20. Does your authority make any allowance for training purposes when fixing departmental establishments?

21. Does your authority make arrangements to enable selected clerical and administrative officers to obtain a wider administrative experience (for example, by secondment to different departments)? If so, please give brief details.

DATE.....

Signed.....

Clerk to the Council

Document 2

TABLE 1
Professional and Technical Staff—overall staffing situation
(See Chapter III, paragraph 42)

1 Profession	2 Overall Establish- ment	3 No. of posts unfilled at 31 August 1964 and which had been vacant for six months or more	4 No. of posts that were then filled by persons possessing less than the desir- able quali- fications	5 No. of officers who had left the local government service during the previous twelve months (other than on retirement)	6 No. of addi- tional posts which would have been created but for recruit- ment difficulties
Dental Surgeons ...	1225	291 (23·8%)	15 (1·2%)	70 (5·7%)	152 (12·4%)
Ancillary Medical and Dental Staff ...	1098	213 (19·4%)	59 (5·4%)	81 (7·4%)	78 (7·1%)
Architects ...	4085	711 (17·4%)	545 (13·3%)	294 (7·2%)	159 (3·9%)
Quantity Surveyors ...	1457	208 (14·3%)	237 (16·3%)	72 (4·9%)	64 (4·4%)
Engineers— Heating and Ventilation ...	359	48 (13·4%)	88 (24·5%)	25 (7%)	28 (7·8%)
Public Health Inspectors ...	1940	221 (11·4%)	74 (3·8%)	37 (1·9%)	32 (1·6%)
Health Visitors ...	6335	682 (10·8%)	369 (5·8%)	230 (3·6%)	256 (4%)
Engineers— Civil and Municipal ...	5805	512 (8·8%)	807 (13·9%)	170 (2·9%)	71 (1·2%)
Planning Officers ...	2410	201 (8·3%)	428 (17·8%)	101 (4·2%)	56 (2·3%)
Engineers— Structural ...	400	32 (8%)	51 (12·8%)	14 (3·5%)	11 (2·8%)
Child Care Officers ...	1776	128 (7·2%)	774 (43·6%)	127 (7·2%)	32 (1·8%)
Librarians... ..	2775	168 (6·1%)	482 (17·4%)	166 (6·0%)	57 (2·1%)
Valuers	620	37 (6·0%)	54 (8·7%)	35 (5·6%)	1 (0·2%)

TABLE 1—*continued*
Professional and technical staff—overall staffing situation
(See Chapter III, paragraph 42)

1 Profession	2 Overall Establishment	3 No. of posts unfilled at 31 August 1964 and which had been vacant for six months or more	4 No. of posts that were then filled by persons possessing less than the desir- able qualifi- cations	5 No. of officers who had left the local government service during the previous twelve months (other than on retirement)	6 No. of addi- tional posts which would have been created but for recruit- ment difficulties
Engineers— Electrical and lighting ...	391	21 (5.4%)	110 (28.1%)	10 (2.6%)	22 (5.6%)
Midwives ...	5038	269 (5.3%)	69 (1.4%)	233 (4.6%)	40 (0.8%)
Mental Health Workers ...	2224	115 (5.2%)	884 (39.7%)	92 (4.1%)	16 (0.7%)
Medical Practitioners ...	1891	86 (4.5%)	56 (3.0%)	91 (4.8%)	23 (1.2%)
Solicitors ...	859	38 (4.4%)	10 (1.2%)	37 (4.3%)	5 (0.6%)
Weights and Measures Officers ...	689	28 (4.1%)	9 (1.3%)	11 (1.6%)	14 (2%)
Nurses ...	10,084	394 (3.9%)	304 (3.0%)	561 (5.6%)	52 (0.5%)
Building Inspectors ...	986	31 (3.1%)	238 (24.1%)	19 (1.9%)	16 (1.6%)
Social Welfare Workers ...	1712	53 (3.1%)	690 (40.3%)	60 (3.5%)	7 (0.4%)
Accountants ...	3658	98 (2.7%)	1017 (27.8%)	60 (1.6%)	23 (0.6%)
Education Officers ...	1240	27 (2.2%)	55 (4.4%)	13 (1.0%)	— (—)

- Notes:
1. The percentages shown in columns 3, 4, 5 and 6 indicate the relationship between the figures in those columns and the figures for overall establishments in column 2.
 2. The professions have been listed in order of difficulty, that is by showing first the profession with the highest percentage of established posts unfilled.
 3. It will be remembered that the Committee's questionnaire was sent to only a sample of non-county boroughs, rural districts and urban districts. The figures above have not been "weighted" but give a picture of just those authorities in the sample.
 4. The percentages in Columns 3 and 4 are shown in the diagrammatic representation (Fig. 1) which follows this table.

Fig. 1. Diagrammatic representation of professional vacancies and shortages of staff with the desirable qualifications

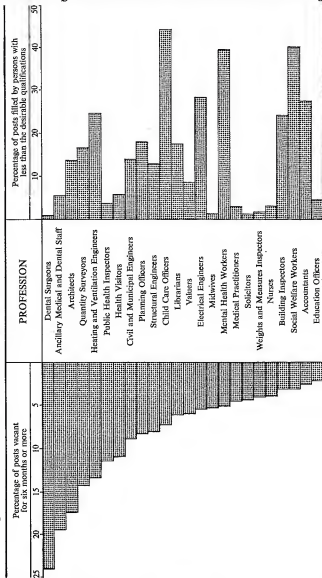


TABLE 2

Professional and technical staff—overall situation analysed by types of authority

(See Chapter III, paragraph 42)

1 Profession	2 Type of Authority	3 Overall Estab- lish- ments	4 No. of posts unfilled at 31 August 1964 and which had been vacant for 6 months or more	5 No. of posts that were then filled by persons possessing less than the desirable qualifi- cations	6 No. of officers who had left the Local Govt. service during the previous 12 months (other than on retirement)	7 No. of additional posts which would have been created but for recruitment difficulties
Dental Surgeons	Counties	741	154 (21%)	—	50 (7%)	124 (17%)
	County Boroughs	479	137 (29%)	15 (3%)	20 (4%)	28 (6%)
	Non-County Boroughs	3	— (—)	— (—)	— (—)	— (—)
	Urbans	1	— (—)	— (—)	— (—)	— (—)
Ancillary Medical and Dental Staff	Counties	709	141 (20%)	39 (6%)	56 (8%)	58 (8%)
	County Boroughs	389	72 (19%)	20 (5%)	25 (6%)	20 (5%)
Architects	Counties	1,811	278 (15%)	246 (14%)	110 (6%)	107 (6%)
	County Boroughs	2,121	422 (20%)	264 (12%)	182 (9%)	44 (2%)
	Non-County Boroughs	92	6 (7%)	13 (14%)	1 (1%)	7 (8%)
	Rurals	18	— (—)	7 (39%)	— (—)	— (—)
	Urbans	43	5 (12%)	15 (35%)	1 (2%)	1 (2%)
Quantity Surveyors	Counties	561	71 (13%)	102 (18%)	34 (6%)	56 (10%)
	County Boroughs	870	134 (15%)	128 (15%)	38 (4%)	8 (1%)
	Non-County Boroughs	16	— (—)	2 (13%)	— (—)	— (—)
	Urbans	10	3 (30%)	5 (50%)	—	—
Engineers- Heating and Ventilation	Counties	207	23 (11%)	56 (27%)	15 (7%)	19 (9%)
	County Boroughs	152	25 (16%)	32 (21%)	10 (7%)	9 (6%)
Public Health Inspectors	Counties	89	12 (13%)	4 (4%)	— (—)	— (—)
	County Boroughs	1,512	201 (13%)	62 (4%)	30 (2%)	23 (2%)

TABLE 2—continued

Professional and technical staff—overall situation analysed by types of authority

(See Chapter III, paragraph 42)

1 Profession	2 Type of Authority	3 Overall Estab- lish- ments	4 No. of posts unfilled at 31 August 1964 and which had been vacant for 6 months or more	5 No. of posts that were then filled by persons possessing less than the desirable qualifi- cations	6 No. of officers who had left the Local Govt. service during the previous 12 months (other than on retirement)	7 No. of additional posts which would have been created but for recruitment difficulties
Public Health Inspectors <i>continued</i>	Non-County Boroughs	97	4 (4%)	1 (1%)	2 (2%)	1 (1%)
	Rurals	90	1 (1%)	3 (3%)	— (—)	— (—)
	Urbans	152	3 (2%)	4 (3%)	5 (3%)	8 (5%)
Health Visitors	Counties	4,014	443 (11%)	240 (6%)	123 (3%)	208 (5%)
	County Boroughs	2,293	239 (10%)	129 (6%)	107 (5%)	48 (2%)
	Non-County Boroughs	15	— (—)	— (—)	— (—)	— (—)
	Urbans	13	— (—)	— (—)	— (—)	— (—)
Engineers- Civil and Municipal	Counties	2,830	252 (9%)	428 (15%)	60 (2%)	26 (1%)
	County Boroughs	2,428	236 (10%)	243 (10%)	89 (4%)	36 (1%)
	Non-County Boroughs	186	5 (3%)	34 (18%)	9 (5%)	5 (3%)
	Rurals	89	2 (2%)	34 (38%)	4 (4%)	— (—)
	Urbans	272	17 (6%)	68 (25%)	8 (3%)	4 (1%)
Planning Officers	Counties	1,474	79 (5%)	237 (16%)	61 (4%)	21 (1%)
	County Boroughs	900	119 (13%)	176 (20%)	40 (4%)	35 (4%)
	Non-County Boroughs	16	1 (6%)	3 (19%)	— (—)	— (—)
	Rurals	4	— (—)	1 (25%)	— (—)	— (—)
	Urbans	16	2 (13%)	11 (69%)	— (—)	— (—)
Engineers- Structural	Counties	139	11 (8%)	20 (14%)	4 (3%)	11 (8%)
	County Boroughs	261	21 (8%)	31 (12%)	10 (4%)	— (—)

TABLE 2—*continued*

Professional and technical staff—overall situation analysed by types of authority

(See Chapter III, paragraph 42)

1 Profession	2 Type of Authority	3 Overall Estab- lish- ments	4 No. of posts unfilled at 31 August 1964 and which had been vacant for 6 months or more	5 No. of posts that were then filled by persons possessing less than the desirable qualifi- cations	6 No. of officers who had left the Local Govt. service during the previous 12 months (other than on retirement)	7 No. of additional posts which would have been created but for recruitment difficulties
Child Care Officers	Counties	1,040	56 (5%)	457 (44%)	71 (7%)	23 (2%)
	County Boroughs	736	72 (10%)	317 (43%)	56 (8%)	9 (1%)
Librarians	Counties	1,343	99 (7%)	257 (19%)	89 (7%)	33 (2%)
	County Boroughs	1,326	67 (5%)	210 (16%)	73 (6%)	18 (1%)
	Non-County Boroughs	71	2 (3%)	14 (20%)	4 (6%)	6 (8%)
	Urbans	35	— (—)	1 (3%)	— (—)	— (—)
Valuers	Counties	193	14 (7%)	19 (10%)	14 (7%)	1 (1%)
	County Boroughs	425	23 (5%)	34 (8%)	21 (5%)	— (—)
	Non-County Boroughs	—	— (—)	— (—)	— (—)	— (—)
	Rurals	—	— (—)	— (—)	— (—)	— (—)
	Urbans	2	— (—)	1 (50%)	— (—)	— (—)
Engineers— Electrical and Lighting	Counties	162	9 (6%)	51 (31%)	3 (2%)	18 (11%)
	County Boroughs	229	12 (5%)	59 (26%)	7 (3%)	4 (2%)
Midwives	Counties	3,376	173 (5%)	57 (2%)	150 (4%)	39 (1%)
	County Boroughs	1,648	96 (6%)	12 (1%)	83 (5%)	1
	Non-County Boroughs	11	— (—)	— (—)	— (—)	— (—)
	Urbans	3	— (—)	— (—)	— (—)	— (—)
Mental Health Workers	Counties	1,436	56 (4%)	548 (38%)	62 (4%)	13 (1%)
	County Boroughs	785	59 (8%)	336 (43%)	30 (4%)	3
	Non-County Boroughs	3	— (—)	— (—)	— (—)	— (—)

TABLE 2—continued

Professional and technical staff—overall situation analysed by types of authority

(See Chapter III, paragraph 42)

1 Profession	2 Type of Authority	3 Overall Estab- lish- ments	4 No. of posts unfilled at 31 August 1964 and which had been vacant for 6 months or more	5 No. of posts that were then filled by persons possessing less than the desirable qualifi- cations	6 No. of officers who had left the Local Govt. service during the previous 12 months (other than on retirement)	7 No. of additional posts which would have been created but for recruitment difficulties
Medical Practitioners	Counties	1,156	35 (3%)	28 (2%)	40 (3%)	13 (1%)
	County Boroughs	694	51 (7%)	28 (4%)	50 (7%)	9 (1%)
	Non-County Boroughs	19	— (—)	— (—)	1 (5%)	— (—)
	Rurals	10	— (—)	— (—)	— (—)	— (—)
	Urbans	12	— (—)	— (—)	— (—)	1 (8%)
Solicitors	Counties	276	9 (3%)	— (—)	12 (4%)	— (—)
	County Boroughs	468	26 (6%)	2	22 (5%)	4 (1%)
	Non-County Boroughs	50	3 (6%)	3 (6%)	3 (6%)	— (—)
	Rurals	18	— (—)	2 (11%)	— (—)	— (—)
	Urbans	47	— (—)	3 (6%)	— (—)	1 (2%)
Weights and Measures Officers	Counties	374	10 (3%)	4 (1%)	5 (1%)	6 (2%)
	County Boroughs	303	18 (6%)	5 (2%)	6 (2%)	8 (3%)
	Non-County Boroughs	12	— (—)	— (—)	— (—)	— (—)
Nurses	Counties	6,518	207 (3%)	87 (1%)	218 (3%)	24
	County Boroughs	3,535	187 (5%)	217 (6%)	343 (10%)	28 (1%)
	Non-County Boroughs	20	— (—)	— (—)	— (—)	— (—)
	Urbans	11	— (—)	— (—)	— (—)	— (—)
Building Inspectors	County Councils	289	5 (2%)	78 (27%)	4 (1%)	11 (4%)
	County Boroughs	556	24 (4%)	122 (22%)	9 (2%)	2

TABLE 2—*continued*

Professional and technical staff—overall situation analysed by types of authority

(See Chapter III, paragraph 42)

1 Profession	2 Type of Authority	3 Overall Estab- lish- ments	4 No. of posts unfilled at 31 August 1964 and which had been vacant for 6 months or more	5 No. of posts that were then filled by persons possessing less than the desirable qualifi- cations	6 No. of officers who had left the Local Govt. service during the previous 12 months (other than on retirement)	7 No. of additional posts which would have been created but for recruitment difficulties
Building Inspectors <i>continued</i>	Non-County Boroughs	38	— (—)	6 (16%)	2 (5%)	1 (3%)
	Rurals	33	— (—)	12 (36%)	— (—)	— (—)
	Urbans	70	2 (3%)	20 (29%)	4 (6%)	2 (3%)
Social Welfare Workers	Counties	1,087	39 (4%)	410 (38%)	28 (3%)	7 (1%)
	County Boroughs	618	14 (2%)	279 (45%)	32 (5%)	— (—)
	Urbans	7	— (—)	1 (14%)	— (—)	— (—)
Accountants	Counties	1,333	46 (3%)	357 (27%)	21 (2%)	15 (1%)
	County Boroughs	1,908	44 (2%)	533 (28%)	30 (2%)	5
	Non-County Boroughs	149	3 (2%)	39 (26%)	2 (1%)	— (—)
	Rurals	73	1 (1%)	20 (27%)	1 (1%)	— (—)
	Urbans	195	4 (2%)	68 (35%)	6 (3%)	3 (2%)
Education Officers	Counties	728	18 (2%)	43 (6%)	7 (1%)	— (—)
	County Boroughs	499	6 (1%)	12 (2%)	5 (1%)	— (—)
	Non-County Boroughs	1	— (—)	— (—)	— (—)	— (—)
	Urbans	12	3 (25%)	— (—)	1 (8%)	— (—)

- Notes: 1. The professions have been listed in the same order as they appear in Table 1.
2. The percentages shown in columns 4, 5, 6 and 7 indicate the relationship between the figures in those columns and the figures for overall establishments in column 3.
3. This table also relates only to those authorities which answered the questionnaire. Their numbers are shown in Table 3/1.

TABLE 3
Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 44)

Population Range	1 Under 10,000	2 10,000— 19,999	3 20,000— 29,999	4 30,000— 39,999	5 40,000— 49,999	6 50,000— 59,999	7 60,000— 69,999	8 70,000— 79,999	9 80,000 and over
Profession & Type of Authority	Est. (i)	Est. (i)	Est. (i)	Est. (i)	Est. (i)	Est. (i)	Est. (i)	Est. (i)	Est. (i)
Solicitors									
County Councils			2 (—)	9 (—)	11 (—)	27 (—)	64 (—)	63 (—)	100 (—)
County Borough Councils				12 (—)	105 (—)	159 (—)	112 (—)	28 (—)	52 (—)
Non-County Borough Councils		8 (—)	9 (—)	24 (—)	9 (—)				
Rural District Councils		2 (—)	4 (—)	6 (—)	4 (—)	2 (—)			
Urban District Councils	1 (—)	14 (—)	7 (—)	18 (—)	4 (—)	3 (—)			
Treasurers									
County Councils		9 (—)	4 (—)	28 (—)	43 (—)	86 (—)	293 (—)	366 (—)	604 (—)
County Borough Councils				34 (—)	382 (—)	608 (—)	337 (—)	189 (—)	347 (—)
Non-County Borough Councils	3 (—)	16 (—)	20 (—)	67 (—)	43 (—)				
Rural District Councils	3 (—)	6 (—)	23 (—)	19 (—)	16 (—)	6 (—)	2 (—)		
Urban District Councils	10 (—)	64 (—)	27 (—)	72 (—)	10 (—)	12 (—)			
Civil/Municipal Engineers									
County Councils		20 (—)	4 (—)	25 (—)	62 (—)	154 (—)	588 (—)	726 (—)	1241 (—)

Note. "Est.", "00" and "000" are the equivalent of columns 2, 3 and 4 respectively in Table 1. The percentages in brackets show the relationship between the figures under (i) and those under "Est."

TABLE 3—continued
Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 44)

Population Range	1 Under 10,000	2 10,000— 15,999	3 20,000— 25,999	4 30,000— 35,999	5 60,000— 99,999	16 100,000— 199,999	7 200,000— 299,999	8 400,000— 599,999	9 600,000— and over
Profession & Type of Authority	Est. (1) (%)	Est. (2) (%)	Est. (3) (%)	Est. (4) (%)	Est. (5) (%)	Est. (6) (%)	Est. (7) (%)	Est. (8) (%)	Est. (9) (%)
Civil/Municipal Engineers Continued County Boro' Councils	3 (—)	19 (—)	26 (4%)	39 (—)	385 (9%)	740 (10%)	651 (13%)	246 (2%)	367 (11%)
Non-County Councils	—	—	6 (23%)	100 (25%)	38 (9%)	72 (10%)	87 (11%)	5 (2%)	39 (14%)
Rural District Councils	—	7 (—)	34 (6%)	25 (—)	16 (—)	7 (—)	—	—	—
Urban District Councils	13 (15%)	98 (7%)	41 (3%)	89 (8%)	17 (—)	14 (—)	2 (0.4%)	—	—
Structural Engineers	—	—	—	—	—	—	—	—	—
County Councils	—	—	—	—	—	—	—	—	—
County Borough Councils	—	—	—	—	16 (6%)	89 (4%)	64 (9%)	19 (—)	73 (16%)
Electrical Engineers	—	—	—	—	8 (20%)	3 (3%)	15 (23%)	—	10 (5%)
County Councils	—	—	—	—	—	—	—	—	—
County Borough Councils	—	—	—	2 (—)	15 (—)	12 (8%)	32 (3%)	28 (4%)	90 (7%)
Heating & Ventilation Engineers	—	—	—	1 (50%)	7 (47%)	5 (10%)	14 (20%)	8 (28%)	6 (27%)
County Councils	—	—	—	—	—	—	—	—	—
County Borough Councils	—	—	—	—	4 (25%)	10 (10%)	35 (9%)	45 (11%)	113 (12%)
County Councils	—	—	—	—	10 (—)	7 (13%)	14 (21%)	5 (22%)	13 (20%)
County Borough Councils	—	—	—	—	—	52 (21%)	11 (4%)	2 (2%)	29 (17%)

TABLE 3—continued

Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 44)

Population Range	1 Under 10,000	2 10,000— 19,999	3 20,000— 29,999	4 30,000— 39,999	5 40,000— 49,999	6 50,000— 59,999	7 60,000— 69,999	8 70,000— 79,999	9 80,000— 89,999	10 90,000— 99,999	11 100,000— 109,999	12 110,000— 119,999	13 120,000— 129,999	14 130,000— 139,999	15 140,000— 149,999	16 150,000— 159,999	17 160,000— 169,999	18 170,000— 179,999	19 180,000— 189,999	20 190,000— 199,999	21 200,000— 209,999	22 210,000— 219,999	23 220,000— 229,999	24 230,000— 239,999	25 240,000— 249,999	26 250,000— 259,999	27 260,000— 269,999	28 270,000— 279,999	29 280,000— 289,999	30 290,000— 299,999	31 300,000— 309,999	32 310,000— 319,999	33 320,000— 329,999	34 330,000— 339,999	35 340,000— 349,999	36 350,000— 359,999	37 360,000— 369,999	38 370,000— 379,999	39 380,000— 389,999	40 390,000— 399,999	41 400,000— 409,999	42 410,000— 419,999	43 420,000— 429,999	44 430,000— 439,999	45 440,000— 449,999	46 450,000— 459,999	47 460,000— 469,999	48 470,000— 479,999	49 480,000— 489,999	50 490,000— 499,999	51 500,000— 509,999	52 510,000— 519,999	53 520,000— 529,999	54 530,000— 539,999	55 540,000— 549,999	56 550,000— 559,999	57 560,000— 569,999	58 570,000— 579,999	59 580,000— 589,999	60 590,000— 599,999	61 600,000— 609,999	62 610,000— 619,999	63 620,000— 629,999	64 630,000— 639,999	65 640,000— 649,999	66 650,000— 659,999	67 660,000— 669,999	68 670,000— 679,999	69 680,000— 689,999	70 690,000— 699,999	71 700,000— 709,999	72 710,000— 719,999	73 720,000— 729,999	74 730,000— 739,999	75 740,000— 749,999	76 750,000— 759,999	77 760,000— 769,999	78 770,000— 779,999	79 780,000— 789,999	80 790,000— 799,999	81 800,000— 809,999	82 810,000— 819,999	83 820,000— 829,999	84 830,000— 839,999	85 840,000— 849,999	86 850,000— 859,999	87 860,000— 869,999	88 870,000— 879,999	89 880,000— 889,999	90 890,000— 899,999	91 900,000— 909,999	92 910,000— 919,999	93 920,000— 929,999	94 930,000— 939,999	95 940,000— 949,999	96 950,000— 959,999	97 960,000— 969,999	98 970,000— 979,999	99 980,000— 989,999	100 990,000— 999,999	101 1,000,000— 1,009,999	102 1,010,000— 1,019,999	103 1,020,000— 1,029,999	104 1,030,000— 1,039,999	105 1,040,000— 1,049,999	106 1,050,000— 1,059,999	107 1,060,000— 1,069,999	108 1,070,000— 1,079,999	109 1,080,000— 1,089,999	110 1,090,000— 1,099,999	111 1,100,000— 1,109,999	112 1,110,000— 1,119,999	113 1,120,000— 1,129,999	114 1,130,000— 1,139,999	115 1,140,000— 1,149,999	116 1,150,000— 1,159,999	117 1,160,000— 1,169,999	118 1,170,000— 1,179,999	119 1,180,000— 1,189,999	120 1,190,000— 1,199,999	121 1,200,000— 1,209,999	122 1,210,000— 1,219,999	123 1,220,000— 1,229,999	124 1,230,000— 1,239,999	125 1,240,000— 1,249,999	126 1,250,000— 1,259,999	127 1,260,000— 1,269,999	128 1,270,000— 1,279,999	129 1,280,000— 1,289,999	130 1,290,000— 1,299,999	131 1,300,000— 1,309,999	132 1,310,000— 1,319,999	133 1,320,000— 1,329,999	134 1,330,000— 1,339,999	135 1,340,000— 1,349,999	136 1,350,000— 1,359,999	137 1,360,000— 1,369,999	138 1,370,000— 1,379,999	139 1,380,000— 1,389,999	140 1,390,000— 1,399,999	141 1,400,000— 1,409,999	142 1,410,000— 1,419,999	143 1,420,000— 1,429,999	144 1,430,000— 1,439,999	145 1,440,000— 1,449,999	146 1,450,000— 1,459,999	147 1,460,000— 1,469,999	148 1,470,000— 1,479,999	149 1,480,000— 1,489,999	150 1,490,000— 1,499,999	151 1,500,000— 1,509,999	152 1,510,000— 1,519,999	153 1,520,000— 1,529,999	154 1,530,000— 1,539,999	155 1,540,000— 1,549,999	156 1,550,000— 1,559,999	157 1,560,000— 1,569,999	158 1,570,000— 1,579,999	159 1,580,000— 1,589,999	160 1,590,000— 1,599,999	161 1,600,000— 1,609,999	162 1,610,000— 1,619,999	163 1,620,000— 1,629,999	164 1,630,000— 1,639,999	165 1,640,000— 1,649,999	166 1,650,000— 1,659,999	167 1,660,000— 1,669,999	168 1,670,000— 1,679,999	169 1,680,000— 1,689,999	170 1,690,000— 1,699,999	171 1,700,000— 1,709,999	172 1,710,000— 1,719,999	173 1,720,000— 1,729,999	174 1,730,000— 1,739,999	175 1,740,000— 1,749,999	176 1,750,000— 1,759,999	177 1,760,000— 1,769,999	178 1,770,000— 1,779,999	179 1,780,000— 1,789,999	180 1,790,000— 1,799,999	181 1,800,000— 1,809,999	182 1,810,000— 1,819,999	183 1,820,000— 1,829,999	184 1,830,000— 1,839,999	185 1,840,000— 1,849,999	186 1,850,000— 1,859,999	187 1,860,000— 1,869,999	188 1,870,000— 1,879,999	189 1,880,000— 1,889,999	190 1,890,000— 1,899,999	191 1,900,000— 1,909,999	192 1,910,000— 1,919,999	193 1,920,000— 1,929,999	194 1,930,000— 1,939,999	195 1,940,000— 1,949,999	196 1,950,000— 1,959,999	197 1,960,000— 1,969,999	198 1,970,000— 1,979,999	199 1,980,000— 1,989,999	200 1,990,000— 1,999,999	201 2,000,000— 2,009,999	202 2,010,000— 2,019,999	203 2,020,000— 2,029,999	204 2,030,000— 2,039,999	205 2,040,000— 2,049,999	206 2,050,000— 2,059,999	207 2,060,000— 2,069,999	208 2,070,000— 2,079,999	209 2,080,000— 2,089,999	210 2,090,000— 2,099,999	211 2,100,000— 2,109,999	212 2,110,000— 2,119,999	213 2,120,000— 2,129,999	214 2,130,000— 2,139,999	215 2,140,000— 2,149,999	216 2,150,000— 2,159,999	217 2,160,000— 2,169,999	218 2,170,000— 2,179,999	219 2,180,000— 2,189,999	220 2,190,000— 2,199,999	221 2,200,000— 2,209,999	222 2,210,000— 2,219,999	223 2,220,000— 2,229,999	224 2,230,000— 2,239,999	225 2,240,000— 2,249,999	226 2,250,000— 2,259,999	227 2,260,000— 2,269,999	228 2,270,000— 2,279,999	229 2,280,000— 2,289,999	230 2,290,000— 2,299,999	231 2,300,000— 2,309,999	232 2,310,000— 2,319,999	233 2,320,000— 2,329,999	234 2,330,000— 2,339,999	235 2,340,000— 2,349,999	236 2,350,000— 2,359,999	237 2,360,000— 2,369,999	238 2,370,000— 2,379,999	239 2,380,000— 2,389,999	240 2,390,000— 2,399,999	241 2,400,000— 2,409,999	242 2,410,000— 2,419,999	243 2,420,000— 2,429,999	244 2,430,000— 2,439,999	245 2,440,000— 2,449,999	246 2,450,000— 2,459,999	247 2,460,000— 2,469,999	248 2,470,000— 2,479,999	249 2,480,000— 2,489,999	250 2,490,000— 2,499,999	251 2,500,000— 2,509,999	252 2,510,000— 2,519,999	253 2,520,000— 2,529,999	254 2,530,000— 2,539,999	255 2,540,000— 2,549,999	256 2,550,000— 2,559,999	257 2,560,000— 2,569,999	258 2,570,000— 2,579,999	259 2,580,000— 2,589,999	260 2,590,000— 2,599,999	261 2,600,000— 2,609,999	262 2,610,000— 2,619,999	263 2,620,000— 2,629,999	264 2,630,000— 2,639,999	265 2,640,000— 2,649,999	266 2,650,000— 2,659,999	267 2,660,000— 2,669,999	268 2,670,000— 2,679,999	269 2,680,000— 2,689,999	270 2,690,000— 2,699,999	271 2,700,000— 2,709,999	272 2,710,000— 2,719,999	273 2,720,000— 2,729,999	274 2,730,000— 2,739,999	275 2,740,000— 2,749,999	276 2,750,000— 2,759,999	277 2,760,000— 2,769,999	278 2,770,000— 2,779,999	279 2,780,000— 2,789,999	280 2,790,000— 2,799,999	281 2,800,000— 2,809,999	282 2,810,000— 2,819,999	283 2,820,000— 2,829,999	284 2,830,000— 2,839,999	285 2,840,000— 2,849,999	286 2,850,000— 2,859,999	287 2,860,000— 2,869,999	288 2,870,000— 2,879,999	289 2,880,000— 2,889,999	290 2,890,000— 2,899,999	291 2,900,000— 2,909,999	292 2,910,000— 2,919,999	293 2,920,000— 2,929,999	294 2,930,000— 2,939,999	295 2,940,000— 2,949,999	296 2,950,000— 2,959,999	297 2,960,000— 2,969,999	298 2,970,000— 2,979,999	299 2,980,000— 2,989,999	300 2,990,000— 2,999,999	301 3,000,000— 3,009,999	302 3,010,000— 3,019,999	303 3,020,000— 3,029,999	304 3,030,000— 3,039,999	305 3,040,000— 3,049,999	306 3,050,000— 3,059,999	307 3,060,000— 3,069,999	308 3,070,000— 3,079,999	309 3,080,000— 3,089,999	310 3,090,000— 3,099,999	311 3,100,000— 3,109,999	312 3,110,000— 3,119,999	313 3,120,000— 3,129,999	314 3,130,000— 3,139,999	315 3,140,000— 3,149,999	316 3,150,000— 3,159,999	317 3,160,000— 3,169,999	318 3,170,000— 3,179,999	319 3,180,000— 3,189,999	320 3,190,000— 3,199,999	321 3,200,000— 3,209,999	322 3,210,000— 3,219,999	323 3,220,000— 3,229,999	324 3,230,000— 3,239,999	325 3,240,000— 3,249,999	326 3,250,000— 3,259,999	327 3,260,000— 3,269,999	328 3,270,000— 3,279,999	329 3,280,000— 3,289,999	330 3,290,000— 3,299,999	331 3,300,000— 3,309,999	332 3,310,000— 3,319,999	333 3,320,000— 3,329,999	334 3,330,000— 3,339,999	335 3,340,000— 3,349,999	336 3,350,000— 3,359,999	337 3,360,000— 3,369,999	338 3,370,000— 3,379,999	339 3,380,000— 3,389,999	340 3,390,000— 3,399,999	341 3,400,000— 3,409,999	342 3,410,000— 3,419,999	343 3,420,000— 3,429,999	344 3,430,000— 3,439,999	345 3,440,000— 3,449,999	346 3,450,000— 3,459,999	347 3,460,000— 3,469,999	348 3,470,000— 3,479,999	349 3,480,000— 3,489,999	350 3,490,000— 3,499,999	351 3,500,000— 3,509,999	352 3,510,000— 3,519,999	353 3,520,000— 3,529,999	354 3,530,000— 3,539,999	355 3,540,000— 3,549,999	356 3,550,000— 3,559,999	357 3,560,000— 3,569,999	358 3,570,000— 3,579,999	359 3,580,000— 3,589,999	360 3,590,000— 3,599,999	361 3,600,000— 3,609,999	362 3,610,000— 3,619,999	363 3,620,000— 3,629,999	364 3,630,000— 3,639,999	365 3,640,000— 3,649,999	366 3,650,000— 3,659,999	367 3,660,000— 3,669,999	368 3,670,000— 3,679,999	369 3,680,000— 3,689,999	370 3,690,000— 3,699,999	371 3,700,000— 3,709,999	372 3,710,000— 3,719,999	373 3,720,000— 3,729,999	374 3,730,000— 3,739,999	375 3,740,000— 3,749,999	376 3,750,000— 3,759,999	377 3,760,000— 3,769,999	378 3,770,000— 3,779,999	379 3,780,000— 3,789,999	380 3,790,000— 3,799,999	381 3,800,000— 3,809,999	382 3,810,000— 3,819,999	383 3,820,000— 3,829,999	384 3,830,000— 3,839,999	385 3,840,000— 3,849,999	386 3,850,000— 3,859,999	387 3,860,000— 3,869,999	388 3,870,000— 3,879,999	389 3,880,000— 3,889,999	390 3,890,000— 3,899,999	391 3,900,000— 3,909,999	392 3,910,000— 3,919,999	393 3,920,000— 3,929,999	394 3,930,000— 3,939,999	395 3,940,000— 3,949,999	396 3,950,000— 3,959,999	397 3,960,000— 3,969,999	398 3,970,000— 3,979,999	399 3,980,000—<
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TABLE 3—continued
Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 44)

Population Range	1 Under 10,000	2 10,000— 19,999	3 20,000— 29,999	4 30,000— 39,999	5 40,000— 49,999	6 50,000— 59,999	7 60,000— 69,999	8 70,000— 79,999	9 80,000 and over
Profession & Type of Authority	Est. (1)	Est. (2)	Est. (3)	Est. (4)	Est. (5)	Est. (6)	Est. (7)	Est. (8)	Est. (9)
Quantity Surveyors									
Confined									
Non-County			3 (—) (35%)	13 (—) (8%)					
Borough Councils									
Rural District Councils									
Urban District Councils		1 (—) (—)		5 (—) (20%) (80%)		4 (—) (50%) (50%)			
Valuers									
County Councils							31 (11%) (35%)	33 (—) (6%)	129 (3%) (12%)
County Borough Councils				3 (—) (—)	9 (11%) (—)	70 (11%) (7%)	164 (4%) (14%)	73 (—) (8%)	109 (—)
Non-County Borough Councils									
Rural District Councils									
Urban District Councils				1 (—) (100%)	1 (—) (—)				
Medical Practitioners									
County Councils		2 (—) (—)	1 (—) (—)	11 (9%) (—)	11 (18%) (—)	48 (2%) (—)	198 (2%) (6%)	188 (4%) (5%)	697 (2%) (15%)
County Borough Councils				11 (—) (—)	105 (3%) (5%)	194 (13%) (5%)	143 (2%) (2%)	100 (6%) (9%)	141 (10%) (1%)
Non-County Borough Councils	1 (—) (—)		2 (—) (—)	9 (—) (—)	7 (—) (—)				

TABLE 3—continued
Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 44)

Population Range	1 Under 10,000	2 10,000— 15,999	3 20,000— 29,999	4 30,000— 39,999	5 60,000— 99,999	6 100,000— 199,999	7 200,000— 399,999	9 400,000— 599,999	9 600,000 and over
Profession & Type of Authority	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)
Medical Practitioners Consultant Rural District Councils	2 (—) (—)		3 (—) (—)	4 (—) (—)	1 (—) (—)				
Urban District Councils	1 (—) (—)	3 (—) (—)	1 (—) (—)	6 (—) (—)	1 (—) (—)				
Public Health Inspectors									
County Councils									
County Borough Councils				20 (—) (—)	244 (10%) (1%)	407 (10%) (1%)	52 (23%) (0%)	12 (—) (—)	25 (—) (—)
Non-County Borough Councils	4 (—) (—)	11 (—) (—)	16 (1%) (—)	44 (3%) (2%)	22 (—) (—)				
Rural District Councils	3 (—) (—)	11 (—) (—)	30 (—) (3%)	21 (—) (—)	19 (1%) (5%)	6 (—) (—)			
Urban District Councils	7 (—) (—)	56 (2%) (2%)	23 (—) (—)	48 (3%) (2%)	8 (—) (25%)	10 (10%) (—)			
Nurses									
County Councils		4 (—) (—)	1 (—) (—)	53 (—) (—)	102 (1%) (1%)	138 (3%) (2%)	778 (42%) (5%)	2672 (1%) (1%)	2770 (12%) (3%)
County Borough Councils				28 (—) (—)	478 (16%) (43%)	722 (5%) (5%)	447 (3%) (3%)	634 (6%) (4%)	1226 (84%) (7%)
Non-County Borough Councils					20 (—) (—)				
Rural District Councils									

TABLE 3—continued
Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 44)

Population Range	1 Under 10,000	2 10,000— 15,999	3 20,000— 29,999	4 30,000— 39,999	5 60,000— 99,999	5 100,000— 199,999	7 200,000— 299,999	8 400,000— 599,999	9 600,000 and over
Profession & Type of Authority	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)	Est. (0) (0)
Nurses General Urban District Councils					11 (—) (—)				
Health Visitors									
County Councils		4 (—) (—)	4 (—) (—)	31 (—) (—)	66 (3%) (30%)	126 (11%) (11%)	603 (9%) (9%)	574 (5%) (5%)	2656 (11%) (11%)
County Borough Councils				21 (—) (—)	347 (19%) (19%)	688 (12%) (12%)	532 (13%) (13%)	243 (—) (—)	462 (5%) (5%)
Non-County Borough Councils					15 (—) (—)				
Rural District Councils									
Urban District Councils					13 (—) (—)				
Middlesex									
County Councils		14 (—) (—)	7 (—) (—)	21 (—) (—)	49 (2%) (4%)	196 (5%) (5%)	580 (6%) (6%)	342 (2%) (2%)	2167 (8%) (8%)
County Borough Councils				20 (—) (—)	216 (4%) (4%)	463 (5%) (5%)	423 (6%) (6%)	202 (5%) (5%)	324 (8%) (8%)
Non-County Borough Councils					11 (—) (—)				
Rural District Councils									
Urban District Councils					3 (—) (—)				

TABLE 3—continued
Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 44)

Population Range	1 Under 10,000	2 10,000— 19,999	3 20,000— 29,999	4 30,000— 39,999	5 40,000— 49,999	6 100,000— 199,999	7 200,000— 399,999	8 400,000— 599,999	9 600,000 and over
Profession & Type of Authority	Est. (i) (0)	Est. (i) (0)	Est. (i) (0)	Est. (i) (0)	Est. (i) (0)	Est. (i) (0)	Est. (i) (0)	Est. (i) (0)	Est. (i) (0)
Child Care Officers									
County Councils	1 (—)	1 (—)		4 (—)	14 (—)	44 (2%)	195 (8%)	206 (5%)	376 (5%)
County Borough Councils									
Non-County Borough Councils				6 (33%)	107 (7%)	198 (6%)	179 (7%)	85 (13%)	161 (17%)
Rural District Councils									
Urban District Councils									
Mental Health Workers									
County Councils	1 (—)	1 (—)		7 (14%)	15 (7%)	43 (—)	236 (8%)	188 (4%)	946 (32%)
County Borough Councils									
Non-County Borough Councils				18 (—)	130 (2%)	233 (5%)	121 (10%)	105 (7%)	138 (15%)
Rural District Councils					3 (—)				
Urban District Councils									
Social Welfare Workers									
County Councils			1 (—)	11 (9%)	12 (—)	38 (—)	147 (3%)	140 (2%)	738 (6%)

TABLE 3—continued
Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 4f)

[illegible]

TABLE 3—continued
Professional and technical staff—overall situation analysed by size within type of authority
(See Chapter III, paragraph 44)

Population Range	1 Under 10,000	2 10,000— 19,999	3 20,000— 29,999	4 30,000— 39,999	5 40,000— 49,999	6 50,000— 59,999	7 60,000— 69,999	8 70,000— 79,999	9 80,000— and over
Profession & Type of Authority	Est. (i) (ii)	Est. (i) (ii)	Est. (i) (ii)	Est. (i) (ii)	Est. (i) (ii)	Est. (i) (ii)	Est. (i) (ii)	Est. (i) (ii)	Est. (i) (ii)
Literatures Continued									
Non-County Borough Councils		2 (—)	11 (—)	38 (5%)	20 (—)	2 (10%)			
Rural District Councils									
Urban District Councils		3 (—)		8 (—)	6 (—)	18 (—)	1 (6%)		
Insps. of Weights and Measures									
County Councils		2 (50%)		9 (11%)	11 (—)	28 (7%)	72 (1%)	84 (1%)	168 (2%)
County Borough Councils				7 (14%)	69 (3%)	96 (1%)	67 (4%)	24 (17%)	40 (17%)
Non-County Borough Councils			2 (—)	7 (—)	3 (—)	—	—	—	—
Rural District Councils									
Urban District Councils									

TABLE 4

Recruitment of Professional Trainees

(See Chapter III, paragraphs 46 and 47)

Profession	Percentage of authorities experiencing "some" or "extreme" difficulty in recruiting trainees
Ancillary Medical and Dental Staff ¹	83%
Architects	82%
Engineers—Civil and Municipal	81%
Child Care Officers	80%
Librarians	78%
Engineers—Mechanical	73%
Health Visitors	73%
Weights and Measures Officers	73%
Accountants	69%
Planning Officers	67%
Engineers—Structural	64%
Mental Health Workers	63%
Rating Officers	63%
Engineers—Electrical and Lighting	62%
Engineers—Heating and Ventilating	62%
Social Welfare Workers	60%
Solicitors	57%
Quantity Surveyors	57%
Public Health Inspectors	56%

¹Includes Chiropodists, Dental Surgery Assistants, Dental Technicians, Speech Therapists, Physiotherapists, Occupational Therapists.

TABLE 5
Age distribution of administrative staff
(See Chapter III, paragraph 185)

Type of Authority	Age Group										Total
	65 and over	60-64	55-59	50-54	45-49	40-44	35-39	30-34	25-29	under 25	
Counties	16 (0.2%)	282 (6%)	655 (12.8%)	960 (19%)	901 (17%)	930 (18%)	647 (12%)	364 (7%)	266 (5%)	144 (3%)	5,185 (100%)
County Boroughs	10 (0.2%)	452 (8.8%)	839 (15%)	954 (18%)	861 (16%)	942 (17%)	572 (10%)	408 (7%)	284 (5%)	170 (3%)	5,692 (100%)
Non-County Boroughs	1 (1%)	6 (3%)	22 (11%)	25 (15%)	34 (21%)	30 (18%)	16 (10%)	11 (7%)	8 (5%)	11 (7%)	164 (100%)
Rural Districts	0	3 (3%)	9 (8%)	15 (14%)	17 (16%)	20 (19%)	8 (7%)	11 (10%)	13 (12%)	12 (11%)	108 (100%)
Urban Districts	1 (0.4%)	23 (8%)	24 (8.6%)	42 (15%)	45 (16%)	46 (16%)	36 (13%)	26 (9%)	16 (6%)	22 (8%)	281 (100%)
Overall	28 (0.3%)	766 (7%)	1,549 (13.7%)	1,996 (18%)	1,858 (17%)	1,968 (18%)	1,279 (11%)	840 (7%)	587 (5%)	359 (3%)	11,230 (100%)

TABLE 6

The highest grades attained within the last ten years by administrative officers with the Diploma in Municipal Administration or a similar qualification in the principal departments of authorities—
analysis by types of authority

(See Chapter III, paragraph 186)

Type of Authority	The number of officers who have attained																													
	1	1-2	2	2-3	3	3-4	4	4-A	A	A-B	B	B-C	C	C-D	D	D-E	E	E-F	F	F-G	G	G-H	H	H-I	I	Above I	Dep.	C.O.	Total	
Counties	9	6	4	21	3	33	13	48	10	39	5	25	1	13	2	6	2	2	1	2	—	2	—	2	—	1	—	—	—	250
County Boroughs	10	6	—	25	15	66	11	76	12	69	5	23	2	12	3	11	2	3	1	7	—	6	—	4	—	1	1	—	—	372
Non-County Boroughs	1	—	—	3	—	1	—	5	1	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	13
Rurals	2	—	—	—	—	4	—	1	—	2	—	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	1	—	14
Urban	1	2	—	2	1	4	2	1	1	2	—	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	2	—	—	20
Totals	23	14	4	51	19	108	26	131	24	114	10	52	3	26	5	17	4	5	2	9	—	8	—	6	—	2	1	4	1	669

TABLE 7
The highest grades attained within the last ten years by administrative officers without the Diploma in Municipal Administration or a similar qualification in the principal departments of authorities—
analysis by types of authority
(See Chapter III, paragraph 186)

Type of Authority	The number of officers who have attained																												Total				
	Gen. Div.	Met. Div.	1	1-2	2	2-3	3	3-4	4	4-A	A	A-B	B	B-C	C	C-D	D	D-E	E	E-F	F	F-G	G	G-H	H	H-I	I	Above I		Deputy	Chief		
Counties	5	41	8	9	3	41	8	63	29	56	17	100	9	43	5	28	3	11	5	12	—	6	2	7	1	1	—	1	—	1	516		
County Boroughs	18	77	6	34	8	124	19	145	29	138	13	115	6	47	3	22	1	10	1	4	—	8	—	5	—	1	—	—	1	3	1	839	
Non-County Boroughs	11	23	3	5	1	19	2	21	5	13	1	10	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2	117	
Rurals	2	9	—	1	—	20	2	13	4	8	—	6	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2	4	73
Urban	7	31	1	14	—	43	1	45	6	22	—	6	—	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	4	183
Totals	43	181	18	63	12	247	32	287	73	237	31	237	15	93	8	52	4	21	6	16	—	14	2	12	1	2	—	1	1	7	12	1,728	

TABLE 8

Ages of entrants to the local government service in 1963
(Excluding typing staff and machine operators)
(See Chapter III, paragraph 196)

Age	15			16			17			18		
	Boys	Girls	B. & G.	Boys	Girls	B. & G.	Boys	Girls	B. & G.	Boys	Girls	B. & G.
Counties	2.0	3.5	3	30.0	21.4	25	24.0	20.6	22	44.0	54.5	50
County Boroughs	2.2	3.7	3	33.8	38.8	36	26.0	24.3	25	38.0	33.2	36
Overall			3			31			24			42

TABLE 9

Authorities' difficulties in recruiting boys and girls with at least 3 'O' levels
(See Chapter III, paragraph 197)

(a) Boys

Type of Authority	No difficulty	Moderate difficulty	Extreme difficulty	Sample
Counties	10 (21%)	27 (58%)	10 (21%)	46
County Boroughs	12 (17%)	42 (60%)	16 (23%)	68
Non-County Boroughs	4 (20%)	8 (40%)	8 (40%)	19
Rural Districts	7 (39%)	6 (33%)	5 (28%)	20
Urban Districts	12 (24%)	18 (36%)	19 (40%)	48
Totals	45 (22%)	101 (50%)	58 (28%)	201*

(b) Girls

Type of Authority	No difficulty	Moderate difficulty	Extreme difficulty	Sample
Counties	20 (41%)	25 (51%)	4 (8%)	46
County Boroughs	33 (46%)	31 (44%)	7 (10%)	68
Non-County Boroughs	5 (25%)	9 (45%)	6 (30%)	19
Rural Districts	8 (42%)	7 (37%)	4 (21%)	20
Urban Districts	14 (29%)	23 (48%)	11 (23%)	48
Totals	80 (39%)	95 (46%)	32 (15%)	201*

*The composition of "the sample" of authorities given here and in other places in the Report is the average number of authorities answering all questions. Where the total number of authorities replying to a particular question exceeds the total in the average sample, as it does in the case of the question which gave rise to Table 9 above, this will be apparent from the figures, as it is where the total is less than the average sample, as in Table 10.

TABLE 10

Wastage of staff during first five years of service
(See Chapter III, paragraph 198)

(a) Boys

Type of Authority	Number of Authorities with a wastage of						Totals	Sample
	Less than 5%	5%—19%	20%—39%	40%—59%	60%—79%	80% or more		
Counties ...	1	12	22	10	—	—	45	46
County Boroughs	1	9	25	21	8	1	65	68
Non-County Boroughs	—	2	5	4	1	3	15	19
Rural Districts	—	1	4	—	—	2	7	20
Urban Districts	2	5	7	7	1	2	24	48

(b) Girls

Type of Authority	Number of Authorities with a wastage of						Totals	Sample
	Less than 5%	5%—19%	20%—39%	40%—59%	60%—79%	80% or more		
Counties ...	—	6	16	15	7	2	46	46
County Boroughs	3	6	20	27	8	3	67	68
Non-County Boroughs	—	2	3	7	4	2	18	19
Rural Districts	—	—	6	4	1	—	11	20
Urban Districts	—	5	5	10	4	4	28	48

TABLE 11
Release of new entrant graduates in the years 1962 and 1963 for part-time or full-time attendance at approved study courses—
analysis by types of authority
(See Chapter IX, paragraphs 326, 337 & 338)

Type of Authority	Year	Number of authorities releasing the following percentages of their new entrant graduates											Sample
		Under 5%	5-9%	10-19%	20-29%	30-39%	40-49%	50-59%	60-69%	70-79%	80-89%	90-100%	Total
Counties	1962	1	—	—	2	2	1	3	1	1	2	6	19
	1963	2	—	—	1	3	1	2	2	—	1	6	18
County Boroughs	1962	—	1	1	4	2	1	—	1	1	1	15	27
	1963	1	1	1	3	1	1	3	3	2	—	16	32
Non-County Boroughs	1962	—	—	—	—	—	—	—	—	—	—	—	—
	1963	—	—	—	—	—	—	1	—	—	—	—	1
Rurals	1962	—	—	—	—	—	—	—	—	—	—	—	—
	1963	—	—	—	—	—	—	—	—	—	—	1	1
Urban	1962	—	—	—	—	—	—	—	—	—	—	1	1
	1963	—	—	—	1	—	—	—	—	—	—	1	2

TABLE 12
Release of other new entrants in the years 1962 and 1963 for part-time or full-time attendance at approved study courses—
analysis by types of authority
(See Chapter IX, paragraphs 326, 337 & 338)

Type of Authority	Year	Number of authorities releasing the following percentages of their new entrants other than graduates											Sample
		Under 5%	5-9%	10-19%	20-29%	30-39%	40-49%	50-59%	60-69%	70-79%	80-89%	90-100%	
Counties	1962	3	—	2	6	3	3	10	4	4	1	3	39
	1963	3	—	4	3	1	3	8	6	5	2	1	38
County Boroughs	1962	2	—	2	2	11	4	14	9	6	4	9	63
	1963	—	—	3	4	6	10	8	9	8	8	6	62
Non-County Boroughs	1962	—	—	—	1	2	1	2	1	1	1	3	12
	1963	—	—	2	1	—	1	3	1	2	1	4	15
Rurals	1962	—	—	—	1	—	1	1	1	1	—	4	9
	1963	—	—	—	—	—	—	2	1	2	—	6	11
Urban	1962	6	—	1	1	4	—	5	3	—	1	10	31
	1963	6	—	1	1	5	1	4	5	—	2	9	34

TABLE 13

The number of officers undertaking training in the years 1962, 1963 and 1964—analysis by qualification sought and source of recruitment
(See Chapter IX, paragraph 334)

Qualification sought	Number of officers recruited from											
	University			School (Aged 16 & 17)			School (Aged 18 +)			Other Sources		
	1962	1963	1964	1962	1963	1964	1962	1963	1964	1962	1963	1964
Rating and Valuation Assocn. (Final) ...	—	—	—	34	37	45	7	8	8	20	33	40
Board of Trade Weights and Measures Cert. ...	1	1	1	53	73	80	37	42	65	70	83	101
Chartered Inst. of Secretaries (Final) ...	2	2	3	5	8	10	10	19	28	24	34	46
DPA (Final) ...	—	—	2	19	22	21	15	21	26	18	32	30
Diploma in Social Science ...	6	13	7	11	7	8	7	10	6	36	50	48
DMA (Inter) ...	—	—	—	60	74	90	71	65	96	74	90	120
DMA (Final) ...	4	4	3	503	647	726	346	489	609	766	954	1,067
IMTA (Final) ...	57	71	73	616	684	737	314	391	443	385	450	498
Inst. of Civil Engrs. (Final) ...	100	158	208	134	128	111	217	256	254	209	245	261
Inst. of Mun. Engrs. (Final) ...	33	44	60	11	13	13	31	36	44	77	94	96
Library Association ...	54	60	91	580	553	475	540	560	457	205	232	148
Law Society ...	45	49	52	9	8	8	30	36	34	25	29	36
RIBA ...	56	67	77	51	45	38	104	121	116	193	208	214
Royal Inst. of Chartered Surveyors ...	5	9	10	90	98	91	105	155	184	192	215	222
Royal Inst. of Public Health (Public Health Inspectors) ...	9	5	5	109	118	120	72	88	93	162	170	163
Social Workers Cert. ...	2	3	5	2	6	6	9	15	19	111	143	185
Town Planning Institute ...	94	114	115	43	57	51	85	120	153	139	169	217
Others ...	52	79	75	363	479	571	368	451	517	1,441	1,687	1,837
TOTALS	520	679	787	2,693	3,057	3,201	2,368	2,883	3,152	4,147	4,918	5,329

TABLE 14

Percentage of professional posts unfilled at 31 August, 1964 which had been vacant for six months or more—analysis by domestic rateable value and population range of authority—County Councils
(See Chapter III, paragraph 45)

Profession	Population range					
	Over 500,000		250,000–500,000		Under 250,000	
	High DRV	Low DRV	High DRV	Low DRV	High DRV	Low DRV
Architects	17.5	23.4	11.1	16.2	8.6	6.2
Planning officers	2.1	8.5	7.5	6.2	0.0	4.8
Civil/Municipal engineers	10.3	17.9	11.8	3.2	0.0	4.1
Child care officers	6.5	4.2	1.8	14.1	7.4	2.0
Librarians	11.6	1.6	1.7	4.6	0.0	8.6
Medical practitioners	2.0	7.1	1.3	2.5	0.0	0.0

(i) For this table and tables 15–17, an authority's domestic rateable value was classed as high if it was £18 or more per head of population and low if it was £17 or less.

(ii) The percentages in this table and tables 15–17 are of the number of established posts in each category in the authorities covered.

TABLE 15

Percentage of professional posts unfilled at 31 August, 1964 which had been vacant for six months or more—analysis by domestic rateable value and population range of authority—County Borough Councils

(See Chapter III, paragraph 45)

Profession	Population range					
	Over 150,000		90,000–150,000		Under 90,000	
	High DRV	Low DRV	High DRV	Low DRV	High DRV	Low DRV
Architects	21.6	23.5	16.2	20.0	14.6	21.1
Planning officers	8.0	12.7	20.8	10.3	16.0	28.8
Civil/Municipal engineers	10.0	10.0	8.0	7.5	3.6	11.7
Child care officers	7.9	14.9	5.8	9.8	8.8	8.6
Librarians	1.3	6.2	3.2	13.9	2.2	5.3
Medical practitioners	3.4	8.5	13.5	8.6	0.0	3.5

TABLE 16

Percentage of professional staff at 31 August, 1964 with less than the desirable qualifications—
analysis by domestic rateable value and population range of authority—County Councils
(See Chapter III, paragraph 45)

Profession	Population range					
	Over 500,000		250,000–500,000		Under 250,000	
	High DRV	Low DRV	High DRV	Low DRV	High DRV	Low DRV
Architects	6.4	25.5	4.7	13.9	5.2	18.6
Planning officers	10.8	8.9	12.8	34.7	37.0	16.6
Civil/Municipal engineers	13.6	8.1	16.1	22.5	29.6	27.8
Child care officers	41.9	55.6	43.1	48.6	22.2	47.0
Librarians	19.4	19.0	15.9	9.8	9.1	20.0
Medical practitioners	2.8	2.5	12.0	0.0	5.0	0.0

TABLE 17

Percentage of professional staff at 31 August, 1964 with less than the desirable qualifications—
analysis by domestic rateable value and population range of authority—County Borough Councils
(See Chapter III, paragraph 45)

Profession	Population range					
	Over 150,000		90,000–150,000		Under 150,000	
	High DRV	Low DRV	High DRV	Low DRV	High DRV	Low DRV
Architects	14.6	7.4	12.1	15.3	19.6	28.4
Planning officers	15.1	23.5	20.8	15.5	26.6	30.5
Civil/Municipal engineers	7.6	10.2	6.2	7.5	5.2	7.6
Child care officers	42.4	46.7	38.8	28.2	41.1	56.7
Librarians	19.3	16.1	10.4	16.7	21.7	25.5
Medical practitioners	9.0	0.0	9.6	2.8	3.2	1.7

TABLE 18

The average annual intake in the years 1962-1964 of new entrants into the General Division
(excluding typing staff and machine operators)

(See Chapter V, paragraph 241)

Type of authority	Average annual intake of new entrants	No. of authorities in sample
County Councils	3,579	46
County Borough Councils	4,227	68
Non-County Borough Councils	141	19
Rural District Councils	60	20
Urban District Councils	410	48
Total	8,417	201

TABLE 19

The arrangements made by authorities to advertise vacancies and to bring them to the notice of school-leavers—analysis by types of authority

(See Chapter VII, paragraph 283)

Type of Authority	Number of Authorities which recruited by—						Sample
	Local advertisement	Visits to schools	Youth employment service	Careers exhibitions	Other arrangements	No special arrangement	
Counties	42	24	40	20	22	—	46
County Boroughs	56	35	55	32	15	1	68
Non-County Boroughs	18	4	17	1	4	—	19
Rurals	20	2	13	1	6	—	20
Urbans	52	10	32	7	4	2	48
Totals	188	75	157	61	51	3	201*

* Many authorities used more than one means of advertising vacancies.

TABLE 20

Frequency of recruitment of new entrants and whether recruitment was undertaken centrally or departmentally within authorities—analysis by types of authority

Type of Authority	Number of Authorities which recruited—				Sample
	Once or twice a year	As and when required	Centrally	Departmentally	
Counties	21 (40%)	31 (60%)	20 (41%)	29 (59%)	46
County Boroughs	25 (37%)	42 (63%)	20 (32%)	43 (68%)	68
Non-County Boroughs	0	16 (100%)	0	18 (100%)	19
Rurals	1 (6%)	17 (94%)	4 (22%)	14 (78%)	20
Urbans	0	47 (100%)	10 (20%)	41 (80%)	48

TABLE 21

The number of authorities which operated the National Joint Council's special entry arrangements, or any other arrangements, for better qualified entrants—analysis by types of authority

Type of Authority	Number of Authorities which			Sample
	Operated NJC scheme	Did not operate NJC scheme	Had other arrangements	
County Councils	28 (54%)	10 (19%)	14 (27%)	46
County Boroughs	28 (49%)	21 (37%)	8 (14%)	68
Non-County Boroughs	9 (50%)	7 (39%)	2 (11%)	19
Rurals	8 (40%)	11 (55%)	1 (5%)	20
Urbans	13 (25%)	36 (69%)	3 (6%)	48

TABLE 22

The number of 'non-professional' and 'non-technical' staff on APT I and above employed on administrative duties—analysis by grade of officers and whether they possessed the DMA or a similar qualification

Grade	No. in Grade	No. with DMA	Percentage with DMA
APT I	1,057	64	6%
I-II	340	36	11%
II	2,449	299	12%
II-III	450	87	19%
III	2,247	495	22%
III-IV	463	97	21%
IV	1,590	405	25%
IV-A	233	64	27%
A	939	243	26%
A-B	46	16	35%
B	300	87	29%
B-C	19	6	32%
C	140	45	32%
C-D	15	8	53%
D	74	25	34%
D-E	13	5	46%
E	35	13	37%
E-F	5	2	40%
F	32	13	41%
F-G	3	1	33%
G	20	5	25%
G-H	4	2	50%
H	21	9	43%
H-I	1	1	100%
I	9	5	56%
above I	4	1	25%
Total	10,509*	2,034	19%

* This total compares with the total of administrative staff according to Table 5 (Age Distribution of Administrative Staff). The discrepancy results from the fact that question 3 in the questionnaire, the answers to which were the basis for Table 22, was restricted to administrative staff in authorities' 'principal departments'; no such restriction applied to the question about the ages of administrative staff.

TABLE 23

Number of officers possessing the Diploma in Municipal Administration or similar qualification who had not progressed beyond the Clerical Division—analysis by types of authority

Type of Authority	No. * with DMA	No. who had not progressed beyond Clerical Division	Percentage who had not progressed beyond Clerical Division
County Councils	1,128	67	6%
County Borough Councils	1,436	84	6%
Non-County Borough Councils	12	1	8%
Rural District Councils	15	0	—
Urban District Councils	22	1	5%

* The number of officers with the DMA differs from the number according to Table 22 because question 3, which gave rise to that table, was limited to administrative staff (and therefore DMA holders among them) in authorities' principal departments and on APT grades. Question 5, on which Table 23 was based, was not subject to these restrictions and might also have been interpreted by authorities as applying to holders of the DMA not exclusively employed on administrative duties.

APPENDIX D

THE COMMITTEE'S QUESTIONNAIRE TO A SAMPLE OF NALGO MEMBERS DOCUMENT 1

Form of Questionnaire

The Committee on Staffing in Local Government QUESTIONNAIRE ON ATTITUDES OF LOCAL GOVERNMENT OFFICERS TOWARDS LOCAL GOVERNMENT SERVICE

(See Chapter II, paragraph 22)

(You are asked to complete the questionnaire and post it in the envelope provided not later than 4 June, 1966.)

1. Type of Authority—(Tick in appropriate Box)

Col. 5

- | | |
|-------------------------|----------------------------|
| County | <input type="checkbox"/> 1 |
| County Borough | <input type="checkbox"/> 2 |
| Non County Borough | <input type="checkbox"/> 3 |
| London Borough | <input type="checkbox"/> 4 |
| Urban District | <input type="checkbox"/> 3 |
| Rural District | <input type="checkbox"/> 6 |
| Other type of authority | <input type="checkbox"/> 7 |

2. Sex—(Tick in appropriate Box)

Col. 6

- | | |
|--------|----------------------------|
| Male | <input type="checkbox"/> 1 |
| Female | <input type="checkbox"/> 2 |

3. Age—(Tick opposite the applicable group)

Col. 7

- Under 21 ☐ 1
- 21-25 ☐ 2
- 26-35 ☐ 3
- 36-45 ☐ 4
- 46-55 ☐ 5
- 56-65 ☐ 6

4. Department—(Tick opposite appropriate department, or group)

Cols. 8-9

Cols. 8-9

- | | | | |
|---|-----------------------------|---|-----------------------------|
| Accident Prevention/
Road Safety | <input type="checkbox"/> 1 | Health | <input type="checkbox"/> 11 |
| Ambulance/Civil
Defence/Fire/Police | <input type="checkbox"/> 2 | Housing | <input type="checkbox"/> 12 |
| Architects | <input type="checkbox"/> 3 | Parks/Cemeteries | <input type="checkbox"/> 13 |
| Archivist's/Libraries/
Museums | <input type="checkbox"/> 4 | Planning | <input type="checkbox"/> 14 |
| Children's | <input type="checkbox"/> 5 | Public Cleansing/Sewage
Disposal | <input type="checkbox"/> 15 |
| Clerk's | <input type="checkbox"/> 6 | Supplies | <input type="checkbox"/> 16 |
| Education | <input type="checkbox"/> 7 | Transport | <input type="checkbox"/> 17 |
| Engineer/Surveyor's/
Highways/Public Works | <input type="checkbox"/> 8 | Water | <input type="checkbox"/> 18 |
| Estates and Valuation | <input type="checkbox"/> 9 | Weights and Measures/
Public Control | <input type="checkbox"/> 19 |
| Finance/Treasurer's | <input type="checkbox"/> 10 | Welfare | <input type="checkbox"/> 20 |
| | | Other (Please state) | <input type="checkbox"/> 21 |

.....

5. Nature of Work

Is your work primarily—(Tick in appropriate Box)

Col. 10

Clerical, secretarial (shorthand/typing etc.), or machine operating ☐ 1Administrative, in the sense that it is concerned with the formation of policy, the improvement of organisation, or general departmental administration ☐ 2Professional or technical ☐ 3Other (Please state) ☐ 4

6. Present Salary—(Tick opposite appropriate Salary Level)

Col. 11

Up to £1,000 p.a. ☐ 1£1,001—£1,500 p.a. ☐ 2£1,501—£2,000 p.a. ☐ 3£2,001—£2,500 p.a. ☐ 4£2,501—£3,000 p.a. ☐ 5More than £3,000 p.a. ☐ 6

7. Last School Examination—Highest Examination Passed—(Tick in appropriate Box)

Col. 12

None ☐ 1G.C.E. "O" Levels—less than five ☐ 2G.C.E. "O" Levels—five/School Certificate/
Matriculation/or equivalent ☐ 3G.C.E. "A" Levels—one or two ☐ 4G.C.E. "A" Levels—three or more/Higher
School Certificate/or equivalent ☐ 5

8. Higher Education—(Tick in appropriate Box)

Do you possess a University Degree and/or University Diploma

Col. 13

Yes ☐ 1No ☐ 2

9. Qualifications—Professional—(Tick in appropriate Box)

Col. 14

- Have you passed the **Final** of a Professional Examination relevant to your Department? ☐ 1
- Have you passed the **Intermediate only** of a Professional Examination relevant to your Department? ☐ 2
- Have you passed no Examination relevant to your Department? ☐ 3

10. Entry to Local Government Service—(Tick in appropriate Box)
Did you join Local Government

Col. 15

- From School ☐ 1
- From College or University ☐ 2
- From other Public Employment ☐ 3
- From other Employment ☐ 4
- From Home two years or more after leaving leaving School/College/University ☐ 5

11. Length of service in present Authority (If applicable include period of absence from present Authority on war service or national service)—(Tick opposite appropriate period).

Col. 16

- 1 year or less ☐ 1
- 2-5 years ☐ 2
- 6-10 years ☐ 3
- 11-20 years ☐ 4
- 21-30 years ☐ 5
- more than 30 years ☐ 6

12. **Length of service in Local Government** (If applicable, include period of absence from local government on war service or national service)—(Tick opposite appropriate period).

Col. 17

- | | |
|--------------------|----------------------------|
| 1 year or less | <input type="checkbox"/> 1 |
| 2-5 years | <input type="checkbox"/> 2 |
| 6-10 years | <input type="checkbox"/> 3 |
| 11-20 years | <input type="checkbox"/> 4 |
| 21-30 years | <input type="checkbox"/> 5 |
| more than 30 years | <input type="checkbox"/> 6 |

13. **Length of any Employment outside Local Government** (Other than national service or war service)—(Tick in appropriate Box)

Col. 18

- | | |
|--------------------|----------------------------|
| None | <input type="checkbox"/> 1 |
| 5 years or less | <input type="checkbox"/> 2 |
| 6-10 years | <input type="checkbox"/> 3 |
| 11-20 years | <input type="checkbox"/> 4 |
| more than 20 years | <input type="checkbox"/> 5 |

14. **How many Local Authorities served**—(Tick in appropriate Box)

Col. 19

- | | |
|-----------|----------------------------|
| 1 | <input type="checkbox"/> 1 |
| 2 | <input type="checkbox"/> 2 |
| 3 | <input type="checkbox"/> 3 |
| 4 | <input type="checkbox"/> 4 |
| 5 or more | <input type="checkbox"/> 5 |

The Committee's Questionnaire to a Sample of Nalگو Members

15. Do you like working in Local Government—(Tick in appropriate Box)

Col. 20

Yes, very much ☐ 1

Yes ☐ 2

Am indifferent ☐ 3

No ☐ 4

16. What main factor and what secondary factor first influenced you to enter Local Government—(Tick in appropriate Box)

<i>Main Factor</i>	<i>Secondary Factor</i>
<i>Col. 21</i>	<i>Col. 22</i>

No secondary factor		<input type="checkbox"/> 0
---------------------	--	----------------------------

Security and pension	<input type="checkbox"/> 1	<input type="checkbox"/> 1
----------------------	----------------------------	----------------------------

Pay	<input type="checkbox"/> 2	<input type="checkbox"/> 2
-----	----------------------------	----------------------------

Prospects	<input type="checkbox"/> 3	<input type="checkbox"/> 3
-----------	----------------------------	----------------------------

Belief that work would be satisfying	<input type="checkbox"/> 4	<input type="checkbox"/> 4
--------------------------------------	----------------------------	----------------------------

Little alternative/force of circumstances	<input type="checkbox"/> 5	<input type="checkbox"/> 5
---	----------------------------	----------------------------

Provision of Housing by the Local Authority	<input type="checkbox"/> 6	<input type="checkbox"/> 6
---	----------------------------	----------------------------

School/Youth Employment Officer advice	<input type="checkbox"/> 7	<input type="checkbox"/> 7
--	----------------------------	----------------------------

Home influence	<input type="checkbox"/> 8	<input type="checkbox"/> 8
----------------	----------------------------	----------------------------

17. Have prospects turned out as you thought? (Tick in appropriate Box)

Col. 23

Yes ☐ 1

No ☐ 2

18. If answer to Question 17 is "No", indicate the main reason and the secondary reason by ticking in the appropriate Boxes

<i>Main Reason</i>	<i>Secondary Reason</i>
<i>Col. 24</i>	<i>Col. 25</i>

No secondary reason		<input type="checkbox"/> 0
---------------------	--	----------------------------

Because you were not fully informed about the service and your prospects in it?	<input type="checkbox"/> 1	<input type="checkbox"/> 1
---	----------------------------	----------------------------

Because, for any reason, you have not sought better jobs with other authorities?	<input type="checkbox"/> 2	<input type="checkbox"/> 2
Because you have not passed the necessary examinations for promotion or advancement	<input type="checkbox"/> 3	<input type="checkbox"/> 3
Because insufficient facilities for training have been available to you to enable you to qualify?	<input type="checkbox"/> 4	<input type="checkbox"/> 4
Because, even with appropriate qualifications, promotion has been too slow?	<input type="checkbox"/> 5	<input type="checkbox"/> 5
Other reasons (Please state).....	<input type="checkbox"/> 6	<input type="checkbox"/> 6
.....		

19. How satisfying have you found your work in Local Government

(Please indicate by ticking in the appropriate Box opposite the various factors shown below)

(a) Responsibility

Col. 26

Have you been given the responsibility you can handle	<input type="checkbox"/> 1
Too much	<input type="checkbox"/> 2
Too little	<input type="checkbox"/> 3

(b) Scope for Initiative

Col. 27

Have you been given adequate scope to exercise your experience and/or qualifications	<input type="checkbox"/> 1
Too much	<input type="checkbox"/> 2
Too little	<input type="checkbox"/> 3

(c) Working Conditions (Environment and Amenities)

Are your physical working conditions

Col. 28

Good	<input type="checkbox"/> 1
Adequate	<input type="checkbox"/> 2
Bad	<input type="checkbox"/> 3

(d) Do you feel that you have the facilities to do your job as well as it ought to be done

Col. 29

Yes	<input type="checkbox"/> 1
No	<input type="checkbox"/> 2

The Committee's Questionnaire to a Sample of Nalgo Members

(e) Relations with Elected Members (i.e. with Councillors and Aldermen)

Col. 30

I do not come in contact with elected members ☐ 0

If you come in contact with elected members of your authority, do you find relations on the whole

Stimulating ☐ 1

Satisfactory ☐ 2

Frustrating ☐ 3

(f) Relations with the Public

Col. 31

I do not come in contact with the public ☐ 0

If you come in contact with the public in the course of your work, do you find relations generally

Pleasant ☐ 1

Satisfactory ☐ 2

Difficult ☐ 3

(g) Staff Relations with your Colleagues in General

Are they

Col. 32

Happy ☐ 1

Satisfactory ☐ 2

Difficult ☐ 3

(h) Generally

Do you feel that you are doing a useful job in service of the community

Col. 33

Yes ☐ 1

No ☐ 2

Don't know ☐ 3

20. Are you seriously considering leaving Local Government?—(Tick in appropriate Box)

Col. 34

Yes ☐ 1No ☐ 2

21. If answer to Question 20 is "No" would you seriously consider leaving Local Government if you could do so without loss of pension rights?—(Tick in appropriate Box)

Col. 35

Yes ☐ 1No ☐ 2

22. If your answer to either Question 20 or Question 21 is "Yes", indicate in the appropriate Box the main reason, the secondary reason and the third reason

<i>Main Reason</i>	<i>Secondary Reason</i>	<i>Third Reason</i>
<i>Col. 36</i>	<i>Col. 37</i>	<i>Col. 38</i>

- | | | |
|---|-----------------------------|-----------------------------|
| No secondary reason/no third reason | <input type="checkbox"/> 0 | <input type="checkbox"/> 0 |
| (a) Insufficient responsibility | <input type="checkbox"/> 1 | <input type="checkbox"/> 1 |
| (b) Insufficient scope for initiative | <input type="checkbox"/> 2 | <input type="checkbox"/> 2 |
| (c) Unhappy relationships with elected members | <input type="checkbox"/> 3 | <input type="checkbox"/> 3 |
| (d) Unhappy relationships with the public | <input type="checkbox"/> 4 | <input type="checkbox"/> 4 |
| (e) Unhappy staff relationships | <input type="checkbox"/> 5 | <input type="checkbox"/> 5 |
| (f) Poor working conditions | <input type="checkbox"/> 6 | <input type="checkbox"/> 6 |
| (g) Outdated methods and procedures | <input type="checkbox"/> 7 | <input type="checkbox"/> 7 |
| (h) Poor promotion prospects | <input type="checkbox"/> 8 | <input type="checkbox"/> 8 |
| (i) Pay not good enough | <input type="checkbox"/> 9 | <input type="checkbox"/> 9 |
| (j) Unwillingness to move elsewhere to gain advancement | <input type="checkbox"/> 10 | <input type="checkbox"/> 10 |
| (k) Other reasons (Please state) | <input type="checkbox"/> 11 | <input type="checkbox"/> 11 |

Document 2

THE SAMPLE AND TABLES OF RESULTS

(See Chapter II, paragraph 22)

The Sample

- (a) Every seventh name in every eighth branch of NALGO
- (b) (i) Total number of questionnaires sent out 3,598
- (ii) Total number of returns 2,907
- (iii) Total number of returns used 2,890
- (iii) as percentage of (i) 80.3%

(c) **TABLE 1**
The sample by sex

	Number	%
Men	1,980	68.6
Women	910	31.4
Total	2,890	100.0

TABLE 2
The sample by sex and age

Age Sex	Under 21 %	21-25 %	26-35 %	36-45 %	46-55 %	56-65 %	Total %
Men	119 (6.0)	187 (9.4)	336 (17.0)	457 (23.1)	536 (27.1)	345 (17.4)	1,980 (100)
Women	165 (18.1)	180 (19.8)	132 (14.6)	196 (21.5)	163 (17.9)	74 (8.1)	910 (100)
	284 (9.8)	367 (12.7)	468 (16.2)	653 (22.6)	699 (24.2)	419 (14.5)	2,890 (100)

TABLE 3
The sample—passing of professional examinations

	%
Passed Final	717 (24.8)
Passed Intermediate only	398 (13.8)
None	1,775 (61.4)
	2,890 (100)

TABLE 4
The sample—by nature of work

	%
Clerical	864 (29.9)
Administrative	693 (24.0)
Professional and Technical	1,092 (37.8)
Other	241 (8.3)
	2,890 (100)

TABLE 5
The sample—by salary

Up to £1,000	1,480	51.2
£1,001—£1,500	818	(28.3)
£1,501—£2,000	356	(12.3)
£2,001—£2,500	154	(5.3)
£2,501—£3,000	50	(1.8)
£3,000+	32	(1.1)
	<u>2,890</u>	(100)

TABLE 6
Passing of professional examination—by age
Age

	Under 21 %	21—25 %	26—35 %	36—45 %	46—55 %	56—65 %	Total %
Passed	20 (7.0)	40 (10.9)	152 (32.5)	206 (31.5)	208 (29.8)	91 (21.7)	717 (24.8)
Final	34 (12.0)	86 (23.4)	94 (20.1)	79 (12.1)	76 (10.9)	29 (6.9)	398 (13.8)
Passed Inter- mediate	230 (81.0)	241 (65.7)	222 (47.4)	368 (56.4)	415 (59.3)	299 (71.4)	1,775 (61.4)
None	<u>284 (100)</u>	<u>367 (100)</u>	<u>468 (100)</u>	<u>653 (100)</u>	<u>699 (100)</u>	<u>419 (100)</u>	<u>2,890 (100)</u>

TABLE 7
Entry into local government service—by authorities

Type	From					Total %
	School %	College/ University %	Public Em- ployment %	Other Em- ployment %	Home %	
Counties ...	368 (34.0)	67 (6.2)	134 (12.5)	473 (43.8)	38 (3.5)	1,080 (100)
County boroughs	172 (31.5)	18 (3.3)	69 (12.6)	270 (49.5)	17 (3.1)	546 (100)
London boroughs	122 (28.0)	13 (3.0)	48 (11.0)	237 (54.3)	16 (3.7)	436 (100)
Non-county boroughs	122 (36.0)	10 (2.9)	38 (11.2)	167 (49.3)	2 (0.6)	339 (100)
Rural Districts	71 (33.8)	6 (2.9)	21 (10.0)	109 (51.9)	3 (1.4)	210 (100)
Urban Districts	78 (31.6)	8 (3.2)	24 (9.7)	134 (54.3)	3 (1.2)	247 (100)
Other types ...	8 (25.0)	1 (3.1)	6 (18.8)	17 (53.1)	— (—)	32 (100)
	<u>941 (32.5)</u>	<u>123 (4.3)</u>	<u>340 (11.8)</u>	<u>1,407 (48.7)</u>	<u>79 (2.7)</u>	<u>2,890 (100)</u>

The Committee's Questionnaire to a Sample of Nalگو Members

TABLE 8

Entry into local government service—by age

Age	From					Total %
	School %	College/ University %	Public Em- ployment %	Other Em- ployment %	Home %	
Under 21	187 (65.9)	14 (4.9)	10 (3.5)	73 (25.7)	— (—)	284 (100)
21—25	179 (48.8)	34 (9.3)	22 (6.0)	130 (35.4)	2 (0.5)	367 (100)
26—35	178 (38.0)	27 (5.8)	54 (11.5)	201 (43.0)	8 (1.7)	468 (100)
36—45	155 (23.7)	25 (3.9)	100 (15.3)	345 (52.8)	28 (4.3)	653 (100)
46—55	175 (25.0)	19 (2.7)	87 (12.5)	393 (56.2)	25 (3.6)	699 (100)
56—65	67 (16.0)	4 (1.0)	67 (16.0)	265 (63.2)	16 (3.8)	419 (100)
	941 (32.5)	123 (4.3)	340 (11.8)	1,407 (48.7)	79 (2.7)	2,890 (100)

TABLE 9

Entry into local government service—by sex

From	School %	College/ University %	Public Em- ployment %	Other Em- ployment %	Home %	Total %
Men ...	702 (35.5)	84 (4.2)	230 (11.6)	943 (47.6)	21 (1.1)	1,980 (100)
Women ...	239 (26.3)	39 (4.3)	110 (12.1)	464 (51.0)	58 (6.3)	910 (100)
	941 (32.5)	123 (4.3)	340 (11.8)	1,407 (48.7)	79 (2.7)	2,890 (100)

TABLE 10

Entry into local government service—by salary

Salary	School %	College/ University %	Public Em- ployment %	Other Em- ployment %	Home %	Total %
Up to £1,000	438 (29.6)	47 (3.2)	183 (12.4)	754 (50.9)	58 (3.9)	1,480 (100)
£1,001—£1,500	255 (31.2)	24 (2.9)	93 (11.4)	430 (52.6)	16 (1.9)	818 (100)
£1,501—£2,000	145 (40.7)	23 (6.5)	39 (11.0)	145 (40.7)	4 (1.1)	356 (100)
£2,001—£2,500	60 (39.0)	21 (13.6)	12 (7.8)	60 (39.0)	1 (0.6)	154 (100)
£2,501—£3,000	28 (56.0)	5 (10.0)	6 (12.0)	11 (22.0)	— (—)	50 (100)
£3,000+ ...	15 (46.9)	3 (9.3)	7 (21.9)	7 (21.9)	— (—)	32 (100)
	941 (32.5)	123 (4.3)	340 (11.8)	1,407 (48.7)	79 (2.7)	2,890 (100)

TABLE 11
Entry into local government service
—last school examination

	From					Total %
	School %	College/ University %	Public Em- ployment %	Other Em- ployment %	Home %	
None ...	202 (16.5)	16 (1.3)	167 (13.6)	806 (65.9)	33 (2.7)	1,224 (100)
GCE "O" levels —less than 5	139 (45.7)	9 (3.0)	25 (8.2)	127 (41.8)	4 (1.3)	304 (100)
GCE "O" levels 5; 8C; Matric	514 (46.7)	45 (4.0)	116 (10.6)	393 (35.7)	32 (2.9)	1,100 (100)
GCE "A" levels —one or two	41 (47.1)	10 (11.5)	5 (5.8)	29 (33.3)	2 (2.3)	87 (100)
GCE "A" levels 3 or more/HSC	45 (25.7)	43 (24.6)	27 (15.4)	52 (29.7)	8 (4.6)	175 (100)
	941 (32.5)	123 (4.3)	340 (11.8)	1,407 (48.7)	79 (2.7)	2,890 (100)

TABLE 12
Entry into local government service
—passing of professional examinations

	From					Total %
	School %	College/ University %	Public Em- ployment %	Other Em- ployment %	Home %	
Passed	256 (35.7)	67 (9.3)	85 (11.9)	298 (41.6)	11 (1.5)	717 (100)
Final						
Passed	180 (45.2)	14 (3.5)	34 (8.5)	163 (41.0)	7 (1.8)	398 (100)
Intermed.						
No exam.	505 (28.5)	42 (2.4)	221 (12.4)	946 (53.3)	61 (3.4)	1,775 (100)
passed						
	941 (32.5)	123 (4.3)	340 (11.8)	1,407 (48.7)	79 (2.7)	2,890 (100)

TABLE 13
Length of service in present authority—by authorities

Type	Years						Total %
	1 or Less %	2-5 %	6-10 %	11-20 %	21-30 %	30+ %	
Counties	90 (8.3)	354 (32.8)	185 (17.1)	287 (26.6)	97 (9.0)	67 (6.2)	1,080 (100)
County							
Boroughs	42 (7.7)	146 (26.8)	118 (21.6)	123 (22.5)	52 (9.5)	65 (11.9)	546 (100)
London							
Boroughs	94 (21.6)	125 (28.7)	56 (12.8)	94 (21.6)	32 (7.3)	35 (8.0)	436 (100)
Non-City							
Boroughs	38 (11.2)	117 (34.5)	52 (15.4)	72 (21.2)	37 (10.9)	23 (6.8)	339 (100)
Rural							
Districts	23 (11.0)	78 (37.1)	27 (12.9)	52 (24.8)	15 (7.1)	15 (7.1)	210 (100)
Urban							
Districts	29 (11.7)	87 (35.2)	46 (18.6)	58 (23.5)	15 (6.1)	12 (4.9)	247 (100)
Other							
types	7 (21.9)	9 (28.1)	3 (9.4)	7 (21.9)	2 (6.2)	4 (12.5)	32 (100)
	323 (11.2)	916 (31.7)	487 (16.9)	693 (24.0)	250 (8.6)	221 (7.6)	2,890 (100)

The Committee's Questionnaire to a Sample of Nalco Members

TABLE 14

Length of service in present authority—by sex

	Years						Total %
	1 or less %	2-5 %	6-10 %	11-20 %	21-30 %	30+ %	
Men	205 (10.4)	560 (28.2)	303 (15.3)	524 (26.5)	181 (9.1)	207 (10.5)	1,980 (100)
Women	118 (13.0)	365 (39.1)	184 (20.2)	169 (18.6)	69 (7.6)	14 (1.5)	910 (100)
	323 (11.2)	916 (31.7)	487 (16.9)	693 (24.0)	250 (8.6)	221 (7.6)	2,890 (100)

TABLE 15

Length of service in present authority—by age

Age	Years						Total %
	1 or less %	2-5 %	6-10 %	11-20 %	21-30 %	30+ %	
Under 21	90 (31.7)	194 (68.3)	— (—)	— (—)	— (—)	— (—)	284 (100)
21-25 ...	56 (15.3)	207 (56.4)	103 (28.0)	1 (0.3)	— (—)	— (—)	367 (100)
26-35 ...	58 (12.4)	192 (41.0)	101 (21.6)	115 (24.6)	2 (0.4)	— (—)	468 (100)
36-45 ...	68 (10.4)	170 (26.0)	132 (20.2)	206 (31.5)	77 (11.9)	— (—)	653 (100)
46-55 ...	40 (5.7)	114 (16.3)	115 (16.5)	231 (33.0)	97 (13.9)	102 (14.6)	699 (100)
56-65 ...	11 (2.6)	39 (9.3)	36 (8.6)	140 (33.4)	74 (17.7)	119 (28.4)	419 (100)
	323 (11.2)	916 (31.7)	487 (16.9)	693 (24.0)	250 (8.6)	221 (7.6)	2,890 (100)

TABLE 16

Length of service in present authority—passing of professional examinations

	Years						Total %
	1 or less %	2-5 %	6-10 %	11-20 %	21-30 %	30+ %	
Passed Final	90 (12.6)	219 (30.5)	115 (16.0)	191 (26.6)	57 (8.0)	45 (6.3)	717 (100)
Passed Intermed.	44 (11.1)	140 (35.2)	74 (18.6)	87 (21.9)	24 (6.0)	29 (7.2)	398 (100)
None	189 (10.6)	557 (31.4)	298 (16.8)	415 (23.4)	169 (9.5)	147 (8.3)	1,775 (100)
	323 (11.2)	916 (31.7)	487 (16.9)	693 (24.0)	250 (8.6)	221 (7.6)	2,890 (100)

TABLE 17

Length of service in local government—by authorities

Type	Years								Total %					
	1 or less	%	2-5	%	6-10	%	11-20	%		21-30	%	30+	%	
Counties	54	(5.0)	293	(27.1)	189	(17.5)	304	(28.2)	134	(12.4)	106	(9.8)	1,080	(100)
County Boroughs	25	(4.6)	114	(20.9)	111	(20.3)	153	(28.0)	69	(12.6)	74	(13.6)	546	(100)
London Boroughs	17	(3.9)	100	(22.9)	55	(12.6)	119	(27.3)	66	(15.2)	79	(18.1)	436	(100)
Non-City Boroughs	20	(5.9)	83	(24.5)	55	(16.2)	80	(23.6)	55	(16.2)	46	(13.6)	339	(100)
Rural Districts	13	(6.2)	55	(26.2)	24	(11.4)	56	(26.7)	35	(16.7)	27	(12.8)	210	(100)
Urban Districts	7	(2.8)	56	(22.7)	44	(17.8)	62	(25.1)	39	(15.8)	39	(15.8)	247	(100)
Other types	3	(9.4)	8	(25.0)	5	(15.6)	11	(34.4)	2	(6.2)	3	(9.4)	32	(100)
	139	(4.8)	709	(24.5)	483	(16.7)	785	(27.2)	400	(13.9)	374	(12.9)	2,890	(100)

TABLE 18

Length of service in local government—by sex

	Years								Total %					
	1 or less	%	2-5	%	6-10	%	11-20	%		21-30	%	30+	%	
Men	67	(3.4)	370	(18.7)	292	(14.7)	585	(29.5)	310	(15.1)	356	(18.0)	1,980	(100)
Women	72	(7.9)	339	(37.3)	191	(21.0)	200	(22.0)	90	(9.9)	18	(1.9)	910	(100)
	139	(4.8)	709	(24.5)	483	(16.7)	785	(27.2)	400	(13.9)	374	(12.9)	2,890	(100)

TABLE 19

Length of service in local government—by age

Age	Years								Total %					
	1 or less	%	2-5	%	6-10	%	11-20	%		21-30	%	30+	%	
Under 21	81	(28.5)	203	(71.5)	—	(—)	—	(—)	—	(—)	—	(—)	284	(100)
21-25 ...	25	(6.8)	207	(56.4)	134	(36.5)	1	(0.3)	—	(—)	—	(—)	367	(100)
26-35 ...	13	(2.8)	119	(25.4)	137	(29.3)	196	(41.9)	3	(0.6)	—	(—)	468	(100)
36-45 ...	12	(1.8)	95	(14.5)	100	(15.3)	276	(42.3)	169	(25.9)	1	(0.2)	653	(100)
46-55 ...	6	(0.9)	59	(8.4)	83	(11.9)	204	(29.2)	149	(21.3)	198	(28.3)	699	(100)
56-65 ...	2	(0.5)	26	(6.2)	29	(6.9)	108	(25.8)	79	(18.9)	175	(41.7)	419	(100)
	139	(4.8)	709	(24.5)	483	(16.7)	785	(27.2)	400	(13.9)	374	(12.9)	2,890	(100)

The Committee's Questionnaire to a Sample of Nalco Members

TABLE 20

Length of service in local government
—passing of professional examinations

	Years							Total %						
	1 or less	%	2-5	%	6-10	%	11-20		%	21-30	%	30+	%	
Passed Final	9	(1.3)	107	(14.9)	100	(13.9)	209	(29.2)	144	(20.1)	148	(20.6)	717	(100)
Passed Inter- mediate only	18	(4.5)	103	(25.9)	81	(20.4)	105	(26.4)	46	(11.6)	45	(11.2)	398	(100)
None ...	112	(6.3)	499	(28.1)	302	(17.0)	471	(26.6)	210	(11.8)	181	(10.2)	1,775	(100)
	139	(4.8)	709	(24.5)	483	(16.7)	785	(27.2)	400	(13.9)	374	(12.9)	2,890	(100)

TABLE 21

Length of any employment outside local government
(other than national/war service)—by authorities

	None %	Years					Total %
		5 or less %	6-10 %	11-20 %	20+ %	Total %	
Counties	443 (41.0)	266 (41.8)	147 (23.1)	153 (24.0)	71 (11.1)	637 (100)	1,080 (100)
County	195 (35.7)	125 (35.6)	86 (24.5)	93 (26.5)	47 (13.4)	351 (100)	546 (100)
Boroughs							
London	125 (28.7)	102 (32.8)	73 (23.5)	74 (23.8)	62 (19.9)	311 (100)	436 (100)
Boroughs							
Non-Cty.	126 (37.2)	90 (42.3)	48 (22.5)	41 (19.2)	34 (16.0)	213 (100)	339 (100)
Boroughs							
Rural	72 (34.3)	73 (52.9)	22 (15.9)	22 (15.9)	21 (15.3)	138 (100)	210 (100)
Districts							
Urban	81 (32.8)	75 (45.2)	32 (19.3)	35 (21.1)	24 (14.4)	166 (100)	247 (100)
Districts							
Other	9 (28.1)	7 (30.4)	9 (39.2)	5 (21.7)	2 (8.7)	23 (100)	32 (100)
	1,051 (36.4)	738 (40.1)	417 (22.7)	432 (23.0)	261 (14.2)	1,839 (100)	2,890 (100)

Note: 36.4% of the total sample had had no employment outside local government (other than national/war service).

TABLE 22

Length of any employment outside local government (other than national/war service)—by sex

	None %	Years					Total %
		5 or less %	6-10 %	11-20 %	20+ %	Total %	
Men ...	772 (39.0)	463 (38.3)	255 (21.1)	280 (23.2)	210 (17.4)	1,208 (100)	1,980 (100)
Women...	279 (30.7)	275 (43.6)	162 (25.7)	143 (22.6)	51 (8.1)	631 (100)	910 (100)
	1,051 (36.4)	738 (40.1)	417 (22.7)	423 (23.0)	261 (14.2)	1,839 (100)	2,890 (100)

TABLE 23
Length of any employment outside local government (other than national/war service)—by age

Age	None %	Years					Total %
		5 or less %	6-10 %	11-20 %	20+ %	Total %	
Under 21	201 (70.8)	83 (100)	— (—)	— (—)	— (—)	83 (100)	284 (100)
21-25 ...	211 (57.5)	141 (90.4)	15 (9.6)	— (—)	— (—)	156 (100)	367 (100)
26-35 ...	195 (41.7)	132 (48.4)	94 (34.4)	47 (17.2)	— (—)	273 (100)	468 (100)
36-45 ...	178 (27.3)	177 (37.3)	130 (27.4)	132 (27.8)	36 (7.5)	415 (100)	653 (100)
46-55 ...	187 (26.8)	138 (27.0)	119 (23.2)	145 (28.3)	110 (21.5)	512 (100)	699 (100)
56-65 ...	79 (18.9)	67 (19.7)	59 (17.4)	99 (29.1)	115 (33.8)	340 (100)	419 (100)
	1,051 (36.4)	738 (40.1)	417 (22.7)	423 (23.0)	261 (14.2)	1,839 (100)	2,890 (100)

TABLE 24
Length of any employment outside local government (other than national/war service)—passing of professional examinations

	None %	Years					Total %
		5 or less %	6-10 %	11-20 %	20+ %	Total %	
Passed Final	300 (41.8)	183 (43.9)	111 (26.6)	90 (21.6)	33 (7.9)	417 (100)	717 (100)
Passed Intermed. only	197 (49.5)	109 (54.2)	46 (22.9)	26 (12.9)	20 (10.0)	201 (100)	398 (100)
None ...	554 (31.2)	446 (36.5)	260 (21.3)	307 (25.2)	208 (17.0)	1,221 (100)	1,775 (100)
	1,051 (36.4)	738 (40.1)	417 (22.7)	423 (23.0)	261 (14.2)	1,839 (100)	2,890 (100)

TABLE 25
Number of local authorities served
—by authorities

Type	Number					Total %
	1 %	2 %	3 %	4 %	5 or more %	
Counties ...	811 (75.1)	149 (13.8)	69 (6.4)	34 (3.1)	17 (1.6)	1,080 (100)
County Boroughs	420 (76.9)	69 (12.6)	38 (7.0)	11 (2.0)	8 (1.5)	546 (100)
London Boroughs	204 (46.8)	128 (29.4)	60 (13.7)	23 (5.3)	21 (4.8)	436 (100)
Non-County Boroughs	211 (62.2)	48 (14.2)	39 (11.5)	20 (5.9)	21 (6.2)	339 (100)
Rural Districts ...	126 (60.0)	37 (17.6)	21 (10.0)	10 (4.8)	16 (7.6)	210 (100)
Urban Districts ...	119 (48.2)	55 (22.3)	33 (13.3)	20 (8.1)	20 (8.1)	247 (100)
Other types ...	20 (62.5)	9 (28.2)	1 (3.1)	1 (3.1)	1 (3.1)	32 (100)
	1,911 (66.2)	495 (17.1)	261 (9.0)	119 (4.1)	104 (3.6)	2,890 (100)

The Committee's Questionnaire to a Sample of Nalgo Members

TABLE 26
Number of local authorities served—by sex

	Number					Total %
	1	%	2	%	3 or more	
Men	1,167	(58.9)	376	(19.0)	226 (11.4)	1,980 (100)
Women	744	(81.8)	119	(13.1)	35 (3.8)	910 (100)
	1,911	(66.2)	495	(17.1)	119 (4.1)	2,890 (100)

TABLE 27
Number of local authorities served—by age

Age	Number					Total %
	1	%	2	%	3 or more	
Under 21	266	(93.7)	18 (6.3)	— (—)	— (—)	284 (100)
21-25	305	(83.1)	45 (12.3)	15 (4.0)	1 (0.3)	367 (100)
26-35	287	(61.3)	90 (19.2)	65 (13.9)	19 (4.1)	468 (100)
36-45	371	(56.8)	144 (22.1)	64 (9.8)	33 (5.1)	612 (100)
46-55	400	(57.3)	133 (19.0)	82 (11.7)	46 (6.6)	661 (100)
56-65	282	(67.3)	65 (15.5)	35 (8.3)	20 (4.8)	419 (100)
	1,911	(66.2)	495	(17.1)	119 (4.1)	2,890 (100)

TABLE 28
Number of local authorities served
—passing of professional examinations

	Number					Total %
	1	%	2	%	3 or more	
Passed Final	274	(38.2)	148 (20.6)	136 (19.0)	80 (11.2)	717 (100)
Passed Intermed. only	244	(61.3)	81 (20.4)	47 (11.8)	16 (4.0)	398 (100)
None	1,393	(78.5)	266 (15.0)	78 (4.4)	23 (1.3)	1,775 (100)
	1,911	(66.2)	495	(17.1)	119 (4.1)	2,890 (100)

TABLE 29
Liking for work in local government—by authorities

Type	Very much	%	Yes	%	Indifferent	%	No	%	Total %
Counties	270	(25.0)	595	(55.1)	168	(15.6)	47	(4.3)	1,080 (100)
County Boroughs	146	(26.7)	303	(55.5)	80	(14.7)	17	(3.1)	546 (100)
London Boroughs	120	(27.5)	261	(59.9)	43	(9.9)	12	(2.7)	436 (100)
Non-County Boroughs	96	(28.3)	194	(57.2)	42	(12.4)	7	(2.1)	339 (100)
Rural Districts ...	57	(27.2)	117	(55.7)	29	(13.8)	7	(3.3)	210 (100)
Urban Districts ...	69	(28.0)	143	(57.9)	27	(10.9)	8	(3.2)	247 (100)
Other types	8	(25.0)	21	(65.6)	2	(6.3)	1	(3.1)	32 (100)
	766	(26.5)	1,634	(56.5)	391	(13.5)	99	(3.5)	2,890 (100)

TABLE 30
Liking for work in local government—by sex

	Very much	%	Yes	%	Indif- ferent	%	No	%	Total	%
Men	506	(25.6)	1,125	(56.8)	271	(13.7)	78	(3.9)	1,980	(100)
Women	260	(28.6)	509	(55.9)	120	(13.2)	21	(2.3)	910	(100)
	766	(26.5)	1,634	(56.5)	391	(13.5)	99	(3.5)	2,890	(100)

TABLE 31
Liking for work in local government—by age

Age	Very much	%	Yes	%	Indif- ferent	%	No	%	Total	%
Under 21	44	(15.5)	152	(53.5)	74	(26.1)	14	(4.9)	284	(100)
21-25	70	(19.1)	217	(59.1)	70	(19.1)	10	(2.7)	367	(100)
26-35	100	(21.4)	281	(60.0)	72	(15.4)	15	(3.2)	468	(100)
36-45	173	(26.4)	385	(59.0)	70	(10.8)	25	(3.8)	653	(100)
46-55	240	(34.3)	372	(53.2)	68	(9.7)	19	(2.8)	699	(100)
56-65	139	(33.2)	227	(54.2)	37	(8.8)	16	(3.8)	419	(100)
	766	(26.5)	1,634	(56.5)	391	(13.5)	99	(3.5)	2,890	(100)

TABLE 32
Liking for work in local government—by nature of work

Nature of work	Very much	%	Yes	%	Indif- ferent	%	No	%	Total	%
Clerical	211	(24.4)	475	(55.0)	139	(16.1)	39	(4.5)	864	(100)
Administrative	213	(30.7)	389	(56.2)	64	(9.2)	27	(3.9)	693	(100)
Professional & Technical	282	(25.9)	630	(57.7)	152	(13.8)	28	(2.6)	1,092	(100)
Other	60	(24.9)	140	(58.1)	36	(14.9)	5	(2.1)	241	(100)
	766	(26.5)	1,634	(56.5)	391	(13.5)	99	(3.5)	2,890	(100)

TABLE 33
Liking for work in local government—by salary

Salary	Very much	%	Yes	%	Indif- ferent	%	No	%	Total	%
Up to £1,000	369	(24.9)	820	(55.5)	236	(15.9)	55	(3.7)	1,480	(100)
£1,001-£1,500	213	(26.0)	485	(59.3)	102	(12.5)	18	(2.2)	818	(100)
£1,501-£2,000	93	(26.1)	212	(59.6)	35	(9.8)	16	(4.5)	356	(100)
£2,001-£2,500	58	(37.7)	78	(50.6)	12	(7.8)	6	(3.9)	154	(100)
£2,501-£3,000	20	(40.0)	25	(50.0)	3	(6.0)	2	(4.0)	50	(100)
£3,000+	13	(40.6)	14	(43.7)	3	(9.4)	2	(6.3)	32	(100)
	766	(26.5)	1,634	(56.5)	224	(13.5)	99	(3.5)	2,890	(100)

The Committee's Questionnaire to a Sample of Nalگو Members

TABLE 34
Liking for working in local government—
by possession of a university degree/diploma

	Very much %	Yes %	Indifferent %	No %	Total %
With ...	45 (26.0)	97 (56.1)	21 (12.1)	10 (5.8)	173 (100)
Without...	721 (26.5)	1,537 (56.6)	370 (13.6)	89 (3.3)	2,717 (100)
	766 (26.5)	1,634 (56.5)	391 (13.5)	99 (3.5)	2,890 (100)

TABLE 35
Liking for work in local government—
by passing professional examination

	Very much %	Yes %	Indifferent %	No %	Total %
Passed Final ...	206 (28.7)	413 (57.6)	78 (10.9)	20 (2.8)	717 (100)
Passed Intermediate ...	89 (22.4)	224 (56.3)	72 (18.0)	13 (3.3)	398 (100)
None ...	471 (26.6)	997 (56.0)	241 (13.6)	66 (3.8)	1,775 (100)
	766 (26.5)	1,634 (56.5)	391 (13.5)	99 (3.5)	2,890 (100)

TABLE 36
Main and secondary factors influencing officers to
enter local government—by sex

Factors	Men		Women		Overall	
	Main %	Secondary %	Main %	Secondary %	Main %	Secondary %
	Total %	Total %	Total %	Total %	Total %	Total %
No secondary factor ...	— (—)	394 (19.9)	— (—)	313 (34.4)	— (—)	707 (24.5)
Security & pension ...	463 (23.4)	438 (22.1)	91 (10.0)	101 (11.1)	554 (19.2)	539 (18.7)
Pay ...	87 (4.4)	125 (6.4)	137 (15.1)	114 (12.5)	224 (7.8)	239 (8.4)
Prospects ...	356 (18.0)	361 (18.3)	118 (13.0)	124 (13.6)	474 (16.4)	485 (16.8)
Belief that work would be satisfying ...	527 (26.6)	355 (17.9)	312 (34.3)	132 (14.5)	839 (29.0)	487 (16.9)
Little alternative/force of circumstances	299 (15.1)	97 (4.8)	115 (12.6)	40 (4.4)	414 (14.3)	137 (4.4)
Provision of housing by local authority	7 (0.4)	16 (0.8)	2 (0.2)	2 (0.2)	9 (0.3)	18 (0.6)
School/youth empl. off. advice	101 (5.1)	34 (1.7)	60 (6.6)	19 (2.1)	161 (5.6)	53 (1.9)
Home influence	140 (7.0)	160 (8.1)	75 (8.2)	65 (7.2)	215 (7.4)	225 (7.8)
	1,980 (100)	1,980 (100)	910 (100)	910 (100)	2,890 (100)	2,890 (100)

TABLE 37
Main factor influencing officers to enter local government—by age

	Under 21	%	21— 25	%	26— 35	%	36— 45	%	46— 55	%	56— 65	%	Total	%
Security and pension	16	(5.6)	34	(9.3)	72	(15.4)	123	(18.8)	183	(26.2)	126	(30.0)	554	(19.2)
Pay	44	(15.5)	48	(13.0)	42	(9.0)	45	(6.9)	31	(4.4)	14	(3.3)	224	(7.8)
Prospects	72	(25.4)	69	(18.8)	81	(17.3)	99	(15.2)	97	(13.9)	56	(13.7)	474	(16.4)
Belief that work would be satisfying	61	(21.5)	92	(25.1)	143	(30.6)	206	(31.5)	213	(30.5)	124	(29.9)	839	(29.0)
Little alternative/force of circumstances	23	(8.1)	45	(12.3)	53	(11.3)	92	(14.1)	124	(17.7)	77	(18.3)	414	(14.3)
Provision of housing by local authority	—	(—)	—	(—)	2	(0.4)	4	(0.6)	2	(0.3)	1	(0.2)	9	(0.3)
School/YEO advice	45	(15.8)	47	(12.8)	37	(8.0)	16	(2.5)	13	(1.9)	3	(0.7)	161	(5.6)
Home influence	23	(8.1)	32	(8.7)	38	(8.0)	68	(10.4)	36	(5.1)	18	(4.3)	215	(7.4)
	284	(100)	367	(100)	468	(100)	653	(100)	699	(100)	419	(100)	2890	(100)

TABLE 38
Secondary factor influencing officers to enter local government—by age

	Under 21	%	21— 25	%	26— 35	%	36— 45	%	46— 55	%	56— 65	%	Total	%
No secondary factor	49	(17.3)	95	(25.9)	98	(20.9)	158	(24.2)	179	(25.6)	128	(30.6)	707	(24.5)
Security and pension	25	(8.8)	47	(12.8)	78	(16.7)	149	(22.8)	156	(22.3)	84	(20.0)	539	(18.7)
Pay	40	(14.1)	42	(11.4)	48	(10.3)	44	(6.8)	46	(6.5)	19	(4.6)	229	(8.4)
Prospects	55	(9.3)	63	(17.2)	77	(16.5)	109	(16.7)	118	(16.9)	63	(15.0)	485	(16.8)
Belief that work would be satisfying	48	(16.9)	66	(18.0)	82	(17.5)	108	(16.5)	110	(15.9)	73	(17.4)	487	(16.9)
Little alternative/force of circumstances	20	(7.0)	9	(2.5)	15	(3.2)	27	(4.1)	38	(5.4)	28	(6.7)	137	(4.4)
Provision of housing by local authority	1	(0.4)	2	(0.5)	8	(1.7)	2	(0.3)	3	(0.4)	2	(0.5)	18	(0.6)
School/YEO advice	15	(5.3)	16	(4.3)	10	(2.1)	9	(1.4)	2	(0.3)	1	(0.2)	53	(1.9)
Home influence	31	(10.9)	27	(7.4)	52	(11.1)	47	(7.2)	47	(6.7)	21	(5.0)	225	(7.8)
	284	(100)	367	(100)	468	(100)	653	(100)	699	(100)	419	(100)	2890	(100)

TABLE 39
Main and secondary factors influencing officers to enter local government
—by possession of a university degree/diploma

	With Secondary			Without Secondary			Overall		
	Main	%	%	Main	%	%	Main	%	%
No secondary factor	—	—	43 (24.9)	—	—	664 (24.4)	—	—	707 (24.5)
Security and pension	12	(6.9)	28 (16.2)	542	(19.9)	511 (18.8)	554	(19.2)	539 (18.7)
Pay	8	(4.5)	12 (6.9)	216	(7.6)	227 (8.4)	224	(7.8)	239 (8.4)
Prospects	27	(15.6)	37 (21.4)	447	(16.5)	448 (16.5)	474	(16.4)	485 (16.8)
Belief that work would be satisfying	88	(50.9)	32 (18.5)	751	(27.7)	455 (16.7)	839	(29.0)	487 (16.9)
Little alternative/force of circumstances	22	(12.7)	9 (5.2)	392	(14.5)	128 (4.8)	414	(14.3)	137 (4.4)
Provision of housing by local authority	—	—	—	9	(0.4)	18 (0.8)	9	(0.3)	18 (0.6)
School/YEO advice	3	(1.7)	3 (1.7)	158	(5.9)	50 (1.9)	161	(5.6)	53 (1.9)
Home influence	13	(7.4)	9 (5.2)	202	(7.5)	216 (7.6)	215	(7.4)	225 (7.8)
	173	(100)	173 (100)	2717	(100)	2717 (100)	2890	(100)	2890 (100)

The Committee's Questionnaire to a Sample of Nalgo Members

TABLE 40

Whether prospects have turned out as people thought—by authorities

	Yes	%	No	%	Total	%
Counties	647	(59.9)	433	(40.1)	1,080	(100)
County Boroughs	329	(60.3)	217	(39.7)	546	(100)
Non-County Boroughs	214	(63.1)	125	(36.9)	339	(100)
London Boroughs	288	(63.8)	148	(36.2)	436	(100)
Urban Districts	158	(64.0)	89	(36.0)	247	(100)
Rural Districts	123	(58.6)	87	(41.4)	210	(100)
Other types	19	(59.4)	13	(40.6)	32	(100)
	1,778	(61.5)	1,112	(38.5)	2,890	(100)

TABLE 41

Whether prospects have turned out as people thought—by sex

	Yes	%	No	%	Total	%
Men	1,139	(57.5)	841	(42.5)	1,980	(100)
Women	639	(70.2)	271	(29.8)	910	(100)
	1,778	(61.5)	1,112	(38.5)	2,890	(100)

TABLE 42

Whether prospects have turned out as people thought—by age

	Yes	%	No	%	Total	%
Under 21	159	(56.0)	125	(44.0)	284	(100)
21-25	232	(63.2)	135	(36.8)	367	(100)
26-35	302	(62.4)	166	(37.6)	468	(100)
36-45	384	(58.8)	269	(41.2)	653	(100)
46-55	422	(60.4)	277	(39.6)	699	(100)
56-65	279	(87.5)	140	(12.5)	319	(100)
	1,778	(61.5)	1,112	(38.5)	2,890	(100)

TABLE 43

Whether prospects have turned out as people thought—by salary

	Yes	%	No	%	Total	%
Up to £1,000	880	(59.5)	600	(41.5)	1,480	(100)
£1,001-£1,500	488	(59.7)	330	(41.3)	818	(100)
£1,501-£2,000	230	(64.6)	126	(35.4)	356	(100)
£2,001-£2,500	114	(74.0)	40	(26.0)	154	(100)
£2,501-£3,000	41	(82.0)	9	(18.0)	50	(100)
£3,000 +	25	(78.1)	7	(21.9)	32	(100)
	1,778	(61.5)	1,112	(38.5)	2,890	(100)

TABLE 44

Whether prospects have turned out as people thought—by whether or not in possession of a degree/diploma

	Yes	%	No	%	Total	%
With	117	(67.6)	56	(32.4)	173	(100)
Without	1,661	(61.1)	1,056	(38.9)	2,717	(100)
	1,778	(61.5)	1,112	(38.5)	2,890	(100)

TABLE 45

Whether prospects have turned out as people thought—by passing of professional examinations

	Yes	%	No	%	Total	%
Passed Final	461	(64.3)	256	(35.7)	717	(100)
Passed Intermediate only	227	(57.0)	171	(43.0)	398	(100)
None	1,090	(61.4)	685	(38.6)	1,775	(100)
	1,778	(61.5)	1,112	(38.5)	2,890	(100)

TABLE 46

Satisfactions—Responsibility—by authorities

	What they can handle	%	Too much	%	Too little	%	Total	%
Counties	730	(67.6)	33	(3.1)	317	(29.3)	1,080	(100)
County Boroughs	374	(68.5)	23	(4.2)	149	(27.3)	546	(100)
Non-County Boroughs	233	(68.7)	13	(3.8)	93	(27.5)	339	(100)
London Boroughs	306	(70.2)	13	(3.0)	117	(26.8)	436	(100)
Urban Districts	171	(69.2)	15	(6.1)	61	(24.7)	247	(100)
Rural Districts	156	(74.3)	12	(5.7)	42	(20.0)	210	(100)
Other types	21	(65.6)	1	(3.1)	10	(31.3)	32	(100)
	1,991	(68.8)	110	(3.7)	789	(27.5)	2,890	(100)

TABLE 47

Satisfactions—Responsibility—by sex

	What they can handle	%	Too much	%	Too little	%	Total	%
Men	1,300	(65.7)	78	(3.9)	602	(30.4)	1,980	(100)
Women	691	(75.9)	32	(3.5)	187	(20.6)	910	(100)
	1,991	(68.8)	110	(3.7)	789	(27.5)	2,890	(100)

The Committee's Questionnaire to a Sample of Nalgo Members

TABLE 48
Satisfactions—Responsibility—by age

	What they can handle	%	Too much	%	Too little	%	Total	%
Under 21	185	(65.1)	6	(2.1)	93	(32.8)	284	(100)
21-25	223	(60.8)	12	(3.2)	132	(36.0)	367	(100)
26-35	337	(72.0)	11	(2.4)	120	(25.6)	468	(100)
36-45	450	(68.9)	21	(3.2)	182	(27.9)	653	(100)
46-55	484	(69.2)	30	(4.3)	185	(26.5)	699	(100)
56-65	312	(74.5)	30	(7.1)	77	(18.4)	419	(100)
	1,991	(68.8)	110	(3.7)	789	(27.5)	2,890	(100)

TABLE 49
Satisfactions—Responsibility—by whether or not in possession of a degree/diploma

	What they can handle	%	Too much	%	Too little	%	Total	%
With	116	(67.1)	3	(1.7)	54	(31.2)	173	(100)
Without	1,875	(69.0)	107	(3.9)	735	(27.1)	2,717	(100)
	1,991	(68.8)	110	(3.7)	789	(27.5)	2,890	(100)

TABLE 50
Satisfactions—Responsibility—By passing of professional examinations

	What they can handle	%	Too much	%	Too little	%	Total	%
Passed Final	513	(71.5)	19	(2.7)	185	(25.8)	717	(100)
Passed Intermediate only	245	(61.6)	10	(2.5)	143	(35.9)	398	(100)
None	1,233	(69.5)	81	(4.5)	461	(26.0)	1,775	(100)
	1,991	(68.8)	110	(3.7)	789	(27.5)	2,890	(100)

TABLE 51
Satisfactions—Initiative—by authorities

	Adequate scope	%	Too much	%	Too little	%	Total	%
Counties	644	(59.6)	15	(1.4)	421	(39.0)	1,080	(100)
County Boroughs ...	324	(59.4)	10	(1.8)	212	(38.8)	546	(100)
Non-County Boroughs	186	(54.9)	11	(3.2)	142	(41.9)	339	(100)
London Boroughs ...	256	(58.7)	7	(1.6)	173	(39.7)	436	(100)
Urban Districts ...	155	(62.7)	2	(0.8)	90	(36.5)	247	(100)
Rural Districts	132	(62.9)	1	(0.5)	77	(36.6)	210	(100)
Other Types	19	(59.4)	2	(6.2)	11	(34.4)	32	(100)
	1,716	(59.4)	48	(1.7)	1,126	(38.9)	2,890	(100)

TABLE 52
Satisfactions—Initiative—by sex

	Adequate scope	%	Too much	%	Too little	%	Total	%
Men	1,113	(56.2)	31	(1.6)	836	(42.2)	1,980	(100)
Women	603	(66.3)	17	(1.9)	290	(31.8)	910	(100)
	1,716	(59.4)	48	(1.7)	1,126	(38.9)	2,890	(100)

TABLE 53
Satisfactions—Initiative—by age

	Adequate scope	%	Too much	%	Too little	%	Total	%
Under 21	155	(54.6)	3	(1.0)	126	(44.4)	284	(100)
21-25	185	(50.4)	3	(0.8)	179	(48.8)	367	(100)
26-35	286	(61.1)	5	(1.1)	177	(37.8)	468	(100)
36-45	387	(59.3)	10	(1.5)	256	(39.2)	653	(100)
46-55	428	(61.2)	13	(1.9)	258	(36.9)	699	(100)
56-65	275	(65.6)	14	(3.4)	130	(31.0)	419	(100)
	1,716	(59.4)	48	(1.7)	1,126	(38.9)	2,890	(100)

TABLE 54
Satisfactions—Initiative—by whether or not in possession of a degree/diploma

	Adequate scope	%	Too much	%	Too little	%	Total	%
With	105	(60.7)	1	(0.6)	67	(38.7)	173	(100)
Without	1,611	(59.3)	47	(1.7)	1,059	(39.0)	2,717	(100)
	1,716	(59.4)	48	(1.7)	1,126	(38.9)	2,890	(100)

TABLE 55
Satisfactions—Initiative—by passing of professional examinations

	Adequate scope	%	Too much	%	Too little	%	Total	%
Passed Final	437	(60.9)	10	(1.4)	270	(37.7)	717	(100)
Passed Intermediate only	203	(51.0)	6	(1.5)	189	(47.5)	398	(100)
No one	1,076	(60.6)	32	(1.8)	667	(37.6)	1,775	(100)
	1,716	(59.4)	48	(1.7)	1,126	(38.9)	2,890	(100)

The Committee's Questionnaire to a Sample of Nalco Members

TABLE 56

Satisfactions—working conditions—by sex

	Good	%	Adequate	%	Bad	%	Total	%
Men	792	(40.0)	859	(43.4)	329	(16.6)	1,980	(100)
Women	294	(32.3)	460	(50.6)	156	(17.1)	910	(100)
	1,086	(37.6)	1,319	(45.6)	485	(16.8)	2,890	(100)

TABLE 57

Satisfactions—Facilities to do their work—by sex

	Yes	%	No	%	Total	%
Men	1,061	(53.5)	919	(46.5)	1,980	(100)
Women	580	(63.7)	330	(36.3)	910	(100)
	1,641	(56.8)	1,249	(43.2)	2,890	(100)

TABLE 58

Satisfactions—Facilities to do their work—by whether or not in possession of degree/diploma

	Yes	%	No	%	Total	%
With	87	(50.3)	86	(49.7)	173	(100)
Without	1,554	(57.2)	1,163	(42.8)	2,717	(100)
	1,641	(56.8)	1,249	(43.2)	2,890	(100)

TABLE 59

Satisfactions—Facilities to do their work—by passing of professional examinations

	Yes	%	No	%	Total	%
Passed Final	358	(49.9)	359	(50.1)	717	(100)
Passed Intermediate only	216	(54.3)	182	(45.7)	398	(100)
None	1,067	(60.1)	708	(39.9)	1,775	(100)
	1,641	(56.8)	1,249	(43.2)	2,890	(100)

TABLE 60
Satisfactions—Relations with elected members—by age

Age	Not in contact	%	Stimulat- ing	%	Satis- factory	%	Frustrat- ing	%	Total	%
Under 21	198	(69.7)	3	(3.5)	65	(75.6)	18	(20.9)	86	(100)
21-25	252	(68.7)	1	(0.9)	91	(79.1)	23	(20.0)	115	(100)
26-35	274	(58.5)	5	(2.6)	137	(70.7)	52	(26.7)	194	(100)
36-45	310	(47.5)	18	(5.2)	241	(70.3)	84	(24.5)	343	(100)
46-55	318	(45.5)	27	(7.1)	280	(73.5)	74	(19.4)	381	(100)
56-65	185	(44.2)	15	(6.4)	176	(75.2)	43	(18.4)	234	(100)
	1,537	(53.2)	69	(5.1)	990	(73.2)	294	(21.7)	1,253	(100)

Those not in contact as percentage of total sample ... 53.2%

Those in contact as percentage of total sample ... 46.8%

TABLE 61
Satisfactions—Relations with elected members—
by passing of professional examinations

	Not in contact	%	Stimulat- ing	%	Satis- factory	%	Frustrat- ing	%	Total	%
Passed Final	275	(38.4)	26	(5.9)	303	(68.5)	113	(25.6)	442	(100)
Passed Interm.	232	(58.3)	10	(6.0)	118	(71.1)	38	(22.9)	166	(100)
None	1,030	(58.0)	33	(4.4)	569	(76.3)	143	(19.3)	745	(100)
	1,537	(53.2)	69	(5.1)	990	(73.2)	294	(21.7)	1,353	(100)

TABLE 62
Satisfactions—Relations with the public—by age

Age	Not in contact	%	Pleasant	%	Satis- factory	%	Difficult	%	Total	%
Under 21	90	(31.7)	92	(47.4)	93	(48.0)	9	(4.6)	194	(100)
21-25	106	(28.9)	125	(47.9)	126	(48.3)	10	(3.8)	261	(100)
26-35	120	(25.6)	151	(43.4)	187	(53.7)	10	(2.9)	348	(100)
36-45	123	(18.8)	256	(48.3)	256	(48.3)	18	(3.4)	530	(100)
46-55	141	(20.2)	277	(49.6)	265	(47.5)	16	(2.9)	558	(100)
56-65	80	(19.1)	172	(50.7)	153	(45.1)	14	(4.2)	339	(100)
	660	(22.8)	1,073	(48.1)	1,080	(48.4)	77	(3.5)	2,230	(100)

Those not in contact as percentage of total sample ... 22.8%

Those in contact as percentage of total sample ... 77.2%

The Committee's Questionnaire to a Sample of Nalگو Members

TABLE 63
Satisfactions—Relations with the public—by passing of
professional examinations

	Not in contact	%	Pleasant	%	Satis- factory	%	Difficult	%	Total	%
Passed Final	126	(17.6)	278	(47.0)	294	(49.8)	19	(3.2)	591	(100)
Passed Interm. only	96	(24.1)	144	(47.7)	148	(49.0)	10	(3.3)	302	(100)
None	438	(24.7)	651	(48.7)	638	(47.7)	48	(3.6)	1,337	(100)
	660	(22.8)	1,073	(48.1)	1,080	(48.4)	77	(3.5)	2,230	(100)

TABLE 64
Satisfactions—Staff relations—by sex

	Happy	%	Satis- factory	%	Difficult	%	Total	%
Men	1,234	(62.3)	686	(34.7)	60	(3.0)	1,980	(100)
Women	558	(61.3)	316	(34.7)	36	(4.0)	910	(100)
	1,792	(62.0)	1,002	(34.7)	96	(3.3)	2,890	(100)

TABLE 65
Satisfactions—Staff relations—by age

	Happy	%	Satis- factory	%	Difficult	%	Total	%
Under 21	170	(59.9)	95	(33.5)	19	(6.6)	284	(100)
21-25	240	(65.4)	116	(31.6)	11	(3.0)	367	(100)
26-35	290	(62.0)	157	(33.5)	21	(4.5)	468	(100)
36-45	400	(61.3)	239	(36.5)	14	(2.2)	653	(100)
46-55	449	(64.2)	234	(33.5)	16	(2.3)	699	(100)
56-65	243	(58.0)	161	(38.4)	15	(3.6)	419	(100)
	1,792	(62.0)	1,002	(34.7)	96	(3.3)	2,890	(100)

TABLE 66
Satisfactions—Sense of doing a useful job in service of the
community—by sex

	Yes	%	No.	%	Do not know	%	Total	%
Men	1,785	(90.1)	109	(5.5)	86	(4.4)	1,980	(100)
Women	771	(84.7)	72	(7.9)	67	(7.4)	910	(100)
	2,556	(88.4)	181	(6.3)	153	(5.3)	2,890	(100)

TABLE 67
Satisfactions—Sense of doing a useful job in service
of the community—by age

	Yes	%	No	%	Do not know	%	Total	%
Under 21	205	(72.2)	33	(11.6)	46	(16.2)	284	(100)
21-25	293	(79.8)	38	(10.4)	36	(9.8)	367	(100)
26-35	409	(87.4)	36	(7.7)	23	(4.9)	468	(100)
36-45	601	(92.0)	35	(5.4)	17	(2.6)	653	(100)
46-55	654	(93.6)	27	(3.8)	18	(2.6)	699	(100)
56-65	394	(94.1)	12	(2.9)	13	(3.0)	419	(100)
	2,556	(88.4)	181	(6.3)	153	(5.3)	2,890	(100)

TABLE 68
Satisfactions—Sense of doing a useful job in service of the
community—by whether or not in possession of
university degree/diploma

	Yes	%	No	%	Do not know	%	Total	%
With	159	(91.9)	9	(5.2)	5	(2.9)	173	(100)
Without	2,397	(88.2)	172	(6.3)	148	(5.5)	2,717	(100)
	2,556	(88.4)	181	(6.3)	153	(5.3)	2,890	(100)

TABLE 69
Satisfactions—Sense of doing a useful job in service of the
community—by passing of professional examinations

	Yes	%	No	%	Do not know	%	Total	%
Passed Final	665	(92.7)	30	(4.2)	22	(3.1)	717	(100)
Passed Intermed. only	342	(85.9)	31	(7.6)	25	(6.5)	398	(100)
None	1,549	(87.3)	120	(6.8)	106	(5.9)	1,775	(100)
	2,556	(88.4)	181	(6.3)	153	(5.3)	2,890	(100)

TABLE 70
Seriously considering leaving local government—by authorities

	Yes	%	No	%	Total	%
Counties	204	(18.9)	876	(81.1)	1,080	(100)
County Boroughs	95	(17.4)	451	(82.6)	546	(100)
Non-County Boroughs	64	(18.1)	275	(81.9)	339	(100)
London Boroughs	57	(13.1)	379	(86.9)	436	(100)
Urban Districts	43	(17.4)	204	(82.6)	247	(100)
Rural Districts	29	(13.8)	181	(86.2)	210	(100)
Other types	5	(18.5)	27	(81.5)	32	(100)
	497	(17.2)	2,393	(82.8)	2,890	(100)

The Committee's Questionnaire to a Sample of Nalco Members

TABLE 71
Seriously considering leaving local government—by sex

	Yes	%	No	%	Total	%
Men ...	329	(16.6)	1,651	(83.4)	1,980	(100)
Women ...	168	(18.5)	742	(81.5)	910	(100)
	497	(17.2)	2,393	(82.8)	2,890	(100)

TABLE 72
Seriously considering leaving local government—by age

	Yes	%	No	%	Total	%
Under 21 ...	96	(33.8)	188	(66.2)	284	(100)
21-25 ...	113	(30.8)	254	(69.2)	367	(100)
26-35 ...	96	(20.5)	372	(79.5)	468	(100)
36-45 ...	103	(15.8)	550	(84.2)	653	(100)
46-55 ...	47	(6.7)	652	(93.3)	699	(100)
56-65 ...	42	(10.0)	377	(90.0)	419	(100)
	497	(17.2)	2,393	(82.8)	2,890	(100)

TABLE 73
Seriously considering leaving local government—nature of work

	Yes	%	No	%	Total	%
Clerical ...	198	(22.9)	666	(77.1)	864	(100)
Administrative ...	91	(13.1)	602	(86.9)	693	(100)
Professional/Technical ...	163	(14.9)	929	(85.1)	1,092	(100)
Others ...	45	(18.7)	196	(81.3)	241	(100)
	497	(17.2)	2,392	(82.8)	2,890	(100)

TABLE 74
Seriously considering leaving local government—by salary

	Yes	%	No	%	Total	%
Up to £1,000...	333	(22.5)	1,147	(77.5)	1,480	(100)
£1,001-£1,500 ...	98	(12.0)	720	(88.0)	818	(100)
£1,501-£2,000 ...	39	(11.0)	317	(89.0)	356	(100)
£2,001-£2,500 ...	19	(12.3)	135	(87.7)	154	(100)
£2,501-£3,000 ...	5	(10.0)	45	(90.0)	50	(100)
£3,001+ ...	3	(9.4)	29	(90.6)	32	(100)
	497	(17.2)	2,393	(82.8)	2,890	(100)

TABLE 75
 Seriously considering leaving local government—
 by whether in possession of a degree/diploma

	Yes	%	No	%	Total	%
With	31	(17.9)	142	(82.1)	173	(100)
Without	466	(17.2)	2,251	(82.8)	2,717	(100)
	497	(17.2)	2,393	(82.8)	2,890	(100)

TABLE 76—
 Seriously considering leaving local government—
 by passing professional examination

	Yes	%	No	%	Total	%
Passed Final	104	(14.5)	613	(85.5)	717	(100)
Passed Intermed. only	86	(21.6)	312	(78.4)	398	(100)
None	307	(17.3)	1,468	(82.7)	1,775	(100)
	497	(17.2)	2,393	(82.8)	2,890	(100)

TABLE 77
 Those who would seriously consider leaving local government if this
 could be done without loss of pension rights—by authorities

	Yes	%	No	%	Total	%
Counties	260	(29.7)	616	(70.3)	876	(100)
County Boroughs	142	(31.4)	310	(68.6)	452	(100)
Non-County Boroughs	91	(33.1)	184	(66.9)	275	(100)
London Boroughs	119	(31.4)	260	(68.6)	379	(100)
Urban Districts	74	(36.2)	130	(63.8)	204	(100)
Rural Districts	62	(34.3)	119	(65.7)	181	(100)
Other Types	9	(33.3)	18	(66.7)	27	(100)
	757	(31.6)	1,637	(68.4)	2,394	(100)

TABLE 78
 Those who would seriously consider leaving local government if this
 could be done without loss of pension rights—by sex

	Yes	%	No	%	Total	%
Men	627	(38.0)	1,025	(62.0)	1,652	(100)
Women	130	(17.5)	612	(82.5)	742	(100)
	757	(31.6)	1,637	(68.4)	2,394	(100)

TABLE 79

Those who would seriously consider leaving local government if this could be done without loss of pension rights—by age

	Yes	%	No	%	Total	%
Under 21	36	(19.1)	152	(80.9)	188	(100)
21-25	44	(17.3)	210	(82.7)	254	(100)
26-35	120	(32.2)	253	(67.8)	373	(100)
36-45	209	(38.0)	341	(62.0)	550	(100)
46-55	239	(36.7)	413	(63.3)	652	(100)
56-65	109	(28.9)	268	(71.1)	377	(100)
	757	(31.6)	1,637	(68.4)	2,394	(100)

TABLE 80

Those who would seriously consider leaving local government if this could be done without loss of pension rights—by nature of work

	Yes	%	No	%	Total	%
Clerical	153	(23.0)	513	(77.0)	666	(100)
Administrative	226	(37.5)	376	(62.5)	602	(100)
Professional/Technical	311	(33.4)	619	(66.6)	930	(100)
Other	67	(34.2)	129	(65.8)	196	(100)
	757	(31.6)	1,637	(68.4)	2,394	(100)

TABLE 81

Those who would seriously consider leaving local government if this could be done without loss of pension rights—by salary

	Yes	%	No	%	Total	%
Up to £1,000... ..	305	(26.6)	843	(73.4)	1,148	(100)
£1,001-£1,500	261	(36.3)	459	(63.7)	720	(100)
£1,501-£2,000	114	(36.0)	203	(64.0)	317	(100)
£2,001-£2,500	55	(40.7)	80	(59.3)	135	(100)
£2,501-£3,000	14	(31.1)	31	(68.9)	45	(100)
£3,000+	8	(27.6)	21	(72.4)	29	(100)
	757	(31.6)	1,637	(68.4)	2,394	(100)

TABLE 82

Those who would seriously consider leaving local government if this could be done without loss of pension rights—by whether in possession of a degree/diploma

	Yes	%	No	%	Total	%
With degree or diploma	39	(27.5)	103	(72.5)	142	(100)
Without	718	(31.9)	1,534	(68.1)	2,252	(100)
	757	(31.6)	1,637	(68.4)	2,394	(100)

TABLE 83

Those who would seriously consider leaving local government if this
could be done without loss of pension rights—
by passing of professional examinations

	Yes	%	No	%	Total	%
Passed Final	218	(33.9)	396	(66.1)	614	(100)
Passed Intermed. only	126	(40.4)	186	(59.6)	312	(100)
None	413	(28.1)	1,055	(71.9)	1,468	(100)
	757	(31.6)	1,637	(68.4)	2,394	(100)

TABLE 84

Main, secondary and third reasons of those who are seriously
considering leaving local government

	Main	%	Sec- ondary	%	Third	%
No secondary/third reason			227	(18.1)	433	(34.6)
Insufficient responsibility	49	(3.9)	71	(5.7)	58	(4.6)
Insufficient scope for initiative	137	(10.9)	141	(11.2)	159	(12.7)
Unhappy relationship with members	4	(0.3)	7	(0.6)	10	(0.8)
Unhappy relationship with public	4	(0.3)	2	(0.2)	2	(0.2)
Unhappy staff relationships	22	(1.8)	23	(1.8)	25	(1.9)
Poor working conditions	38	(3.0)	63	(5.0)	52	(4.2)
Outdated methods and procedures	101	(8.1)	131	(10.4)	142	(11.3)
Poor promotion prospects	204	(16.3)	271	(21.6)	120	(9.6)
Pay not good enough	512	(40.9)	225	(18.0)	120	(9.6)
Unwillingness to move elsewhere	30	(2.4)	51	(4.1)	54	(4.3)
Others	152	(12.1)	41	(3.3)	78	(6.2)
	1,253	(100)	1,253	(100)	1,253	(100)

Notes:

- (a) There is a discrepancy of 1 between Tables 70—76, and Tables 77—83, which is reflected in Table 84.
- (b) Question 20 asked respondents whether they were seriously considering leaving local government. 497 said "Yes"; 2,393 said "No". (Tables 70—76).
- (c) Question 21 asked those respondents who said "No" to Question 20 whether they would seriously consider leaving local government if they could do so without loss of pension rights. Tables 77—83 deal with a total 2,394, 757 of these 2,394 said "Yes".
- (d) Therefore the total number of respondents saying "Yes" is $497 + 757 = 1,254$.

Document 3

COMMENTARY ON THE RESULTS OF THE SURVEY

(See Chapter II, paragraph 22)

1. The object of this survey was, primarily, to find out the attitudes of local government officers towards their work. The answers to some questions were purely factual, and do no more than provide a general background. Other answers reflect opinions, recollections and aspirations and, although these answers should be treated with reserve, some are directly relevant to our enquiry.
2. There were twice as many men as women in our sample and, although a little over 15 per cent. of the men were aged 25 or under, about 38 per cent. of the women were of that age. Over 44 per cent. of the men were over 45 but only 26 per cent. of the women were of that age (tables 1 and 2).
3. Of the sample, nearly 25 per cent. claimed to have passed the final of a professional examination and over 61 per cent. said they had passed no professional examination (table 3). On the other hand, nearly 38 per cent. claimed that they were engaged primarily on professional and technical work and well over half on clerical and administrative work (table 4).
4. 32.5 per cent. joined local government from school and 4.3 per cent. from university or college. But over 60 per cent. joined from public employment or other employment (table 7); a slightly larger proportion of women than men joined from public or other employment (table 9). It is notable that the older the officer the more likely it was that he or she entered local government from other employment, and the less likely it was that he or she joined the service of a local authority direct from a university or college (table 9).
5. The replies to our questions suggested that most local government officers had not moved very frequently between authorities. 40 per cent. of the sample had served their present authority for eleven years or more (table 13). Over two-thirds had served only one authority and about a sixth had served three or more authorities (table 25). Women were much more likely than men to have served only one authority (table 26). Those officers who had passed professional examinations were more likely to have served a number of authorities than those who had not (table 28).
6. When asked about their liking for local government work, 83 per cent. said they liked it or liked it very much, 13.5 per cent. were indifferent and 3.5 per cent. said they did not like it (table 29). There was little difference between the attitudes of men and women (table 30). The older the officer and the higher his salary, the more likely he was to say that he liked the work very much (tables 31 and 33). There was little difference between the attitudes of those officers with and those without university degrees/diplomas or professional qualifications (tables 34 and 35).
7. For both men and women the main factor (though not a dominant one) influencing them to enter local government was said to be the belief that the work would be satisfying. Security and pension were the next most important

factors for men; for women it was pay (table 36). Only 7.7 per cent. of officers aged 25 or less said that security and pension were the main factors, but 27.7 per cent. of officers aged 46 or over advanced these as the main factors (table 37).

8. A little over 60 per cent. of officers said that prospects had turned out as they thought they would (table 40); but women appeared more satisfied than men (table 41). Officers in the oldest age group were most likely and those in the youngest least likely to say that prospects had turned out as they thought they would (table 42). Those officers with degrees or professional qualifications were rather more likely to have felt that prospects had turned out as they thought they would (tables 44 and 45).

9. A little over a quarter of officers said that in their view they were given too little responsibility (table 46), and generally the younger the officer the more likely he was to make this criticism (table 48). There was no great difference in the attitudes of officers with degrees or with professional qualifications compared with those without (tables 49 and 50).

10. Nearly 39 per cent. of the officers said that in their view they were given too little scope to exercise their initiative (table 51); a somewhat greater proportion of men than of women said this (table 52). Officers aged 25 and under were more likely to say it than officers of 26 and over (table 53). Whether or not officers possessed a degree or diploma made no difference to the proportion who were dissatisfied, but a significantly greater proportion of officers who had passed only the Intermediate stage of their professional examination than of those who had passed the Final, or who had passed no professional examination at all, said that they had too little scope for initiative (tables 54 and 55).

11. The sample of officers were asked for their views on working conditions and nearly 17 per cent. said that they were bad and a little over 45 per cent. that they were only adequate (table 56). Officers were also asked to comment on whether they had the facilities to do their jobs as well as they ought to be done. 43 per cent. of the sample said they did not have adequate facilities; men were more critical than women (table 57). Generally officers with degrees or diplomas or with professional qualifications were more critical than those without (tables 58 and 59).

12. A little under half the sample claimed that they had contact with elected members. Very few found this contact stimulating and over 20 per cent. found it frustrating. Officers who had passed professional examinations were more inclined to be critical (tables 60 and 61).

13. Over 77 per cent. of the sample claimed to have contact with members of the public. Of those who did have contact with the public, only 3.5 per cent. found the relationships difficult (table 62). 97 per cent. of the sample found staff relations happy or satisfactory (table 64).

14. Generally by far the greater proportion of local government officers in the sample said that they had a sense of doing a useful job in the service of the community; about 12 per cent. said that they had no sense of doing a useful job or did not know (table 66). Generally the older and the more qualified the officer the more likely he was to say that he had this sense of satisfaction (tables 67 to 69).

15. We then asked our sample of officers if they were seriously considering leaving local government. 17.2 per cent said they were (table 70) and, of these, women were more likely to say this than men (table 71). It was notable that the younger the officer the more likely he was to say that he was considering leaving local government (table 72). Of the different categories, clerical workers were more likely to express this intention (table 73) as were those officers earning under £1,000 a year (table 74). It is also of some interest that officers who had passed finals of professional examinations were rather less inclined to consider leaving local government than those who had passed no professional examination (table 76).

16. We then asked those officers in the sample who had said they were *not* seriously considering leaving local government whether they would do so if they could leave without loss of pension rights. 31.6 per cent. of them said they would (table 77). When the question was asked without reference to loss of pension rights, rather more women than men said that they were considering leaving. But when the question was asked with reference to the loss of pension rights 38 per cent. of the men officers said they were seriously considering leaving local government compared with 17.5 per cent. of women officers (table 78). When the question was asked without reference to the loss of pension rights, the older the officer the less likely he was to say that he was giving serious consideration to the matter (table 72). But when the question referred to the loss of pension rights the tendency was generally reversed and a larger proportion of officers in the older age groups said they would seriously consider leaving local government than was the case in the age groups of 25 and younger (table 79). Administrative, professional and technical staff were much more likely to say that they would seriously consider leaving local government if this could be done without loss of pension rights than the clerical workers (table 80).

17. Although it is not wise to read too much into opinions of officers about leaving local government, it is necessary to show quite clearly the nature of the problem:—

- (a) 329 men said that they would seriously consider leaving local government and a further 627 men said they would do so if they did not lose their pension rights;
- (b) this totals 956 men out of a sample of 1980 or over 48 per cent.;
- (c) the total of men and women who had passed final professional examinations who said that they would seriously consider leaving local government was 322 out of a total of 717 (i.e. nearly 45 per cent.).

18. We then asked *all* those officers who said that they would seriously consider leaving local government what their reasons were. Taking the main reasons, 40.9 per cent. said that it was because pay was not good enough, 16.3 per cent. said it was because of poor promotion prospects and 10.9 per cent. because there was insufficient scope for initiative. Over 8 per cent. were motivated by dissatisfaction with outdated methods and procedures; unwillingness to move to another authority was of little significance and unhappy relationships with elected members and members of the public accounted for a minute proportion (table 84).

19. 18.1 per cent. of the officers gave no secondary reason for wanting to leave local government; 21.6 per cent. gave poor promotion prospects as a secondary reason; 18 per cent. inadequate pay; 11.2 per cent. insufficient scope for the exercise of initiative and 10.4 per cent. local government's outdated methods and procedures. The percentages of officers who gave unhappy relationships with colleagues, elected members and the public, and unwillingness to move to gain advancement, as secondary reasons were again negligible (table 84).

20. We also asked officers to give a third reason why they would seriously consider leaving local government. 34.6 per cent. of the officers did not give a third reason; 12.7 per cent. referred to insufficient scope for the exercise of initiative; 11.3 per cent. to the outdated methods and procedures, 9.6 per cent. to poor promotion prospects and a further 9.6 per cent. to inadequate pay. Poor relationships and unwillingness to move to gain advancement were not important factors (table 84).

APPENDIX E

REVISION OF NATIONAL SALARY STRUCTURE

(See Chapter II, paragraph 34)

On 15 July, 1966, the National Joint Council sent to local authorities a Circular (No. N.O.194) giving details of a Revision of the National Salary Structure for officers within its jurisdiction.

2. The main provisions of the new agreement were to have come into operation on 1 August, 1966 but were delayed by the decision of H.M. Government to apply a standstill to increases in prices and incomes.

3. The new agreement is referred to as 'the Revision' throughout the Committee's Report. Its main provisions are summarised in the paragraphs that follow.

Clerical Officers

4. The existing General Division and Clerical Division Grade I are replaced by a new Clerical Grade I; the new grade has a routine work bar progression beyond which depends on work performed rather than on qualifications held. Existing Clerical Grades II and III have been retained and a fourth grade has been created to cover posts undertaking the more senior clerical work found in some local authorities.

5. Qualifications are not prescribed for any of the four clerical grades but it is stated that local authorities should endeavour to appoint staff who have at least three GCE 'O' level passes (or an appropriate alternative). Promotion to posts in Clerical Grades II, III and IV is to be on merit but local authorities should, other things being equal, give preference to those who have passed the Clerical Division Examination.

6. The salary scales of the clerical grades are as follows:

	£
Clerical Grade I	315
	365
	415
	455
	495
	535
	575
	615
	655
	695
	735
	— Routine Work Bar (See para. 7 below)
	780
	820
	860

Appendix E

Clerical Grade II	860
	900
	940
	980
	1020
Clerical Grade III	(980) ^a
	1020
	1060
	1100
	1140
	1180
Clerical Grade IV	(1100) ^a
	(1140) ^b
	1180
	1220
	1260
	1300
	1340

7. Progression in Grade I beyond the routine work bar to the maximum is to be dependent on the performance of duties more responsible than routine work, and is to be authorised in individual cases. Routine work for this purpose shall be defined as routine filing, copying, simple repetitive calculations, simple correspondence and other simple clerical procedures carried out under supervision. Officers who were in post on 1 August, 1966, and eligible on that date to proceed beyond the bar in the then General Division are not subject to this bar.

Trainees

8. The Revision introduces a trainee grade to replace existing arrangements for better qualified entrants (in paragraph 26(f) of the Scheme). The trainee grade has the following salary scale:

£
365
415
455
495
535
575
615
655
695

[illegible]

735	}	(See para. 10(i) below)	
780			
820			
860	(See para. 10(b) and (i) below)		
900			
940			
980			
1020			
1060	(See para. 10(k) below)		
— Bar	(See para. 9 below)		
1100			
1140	(See para. 10(k) below)		
1180			
1220			

9. The Revision states that the trainee grade is to apply to staff appointed as trainees to the following posts:

Group A

Solicitors	}	Full scale to apply
Finance Staffs		
Architects		
Engineers		
Surveyors		
Planning Staff		
Valuers		
Land Agents		
Chemists		
Administrative Staff		

Group B

Public Health Inspectors	}	Not to proceed beyond the bar point of £1060
Inspectors of Weights and Measures		
Librarians		
Youth Employment Officers		
Social and Mental Welfare Officers		
Child Care Officers		
and, at the discretion of the employing authority, any other post for which there is a recognised qualification at an appropriate level.		

10. The Revision makes the following stipulations about the trainee grade:

- (a) Trainees will normally be required to undertake work of a clerical, administrative, professional or technical nature appropriate to the salary paid at the time.

- (b) The grade is to apply to university graduates who enter the service as trainees and not on appointment to other posts. Such graduates are to receive a minimum commencing salary of £860.
- (c) All officers (other than graduates) appointed to the grade should have passed—or soon be expected to pass—GCE (or alternative qualifications) in those subjects required for entry to the intermediate stage of the examination relevant to the chosen career. Trainees allowed to choose their career after entry should be of a similar educational standard.
- (d) The grade is not to apply to trainee technicians or technical staffs.
- (e) The commencing salary is to be determined by the local authority due regard being had to educational standard, experience and age.
- (f) A trainee who does not pursue his or her studies satisfactorily or who for any other reason ceases to be a trainee will (if remaining in the employment of the authority) be transferred to a clerical or technical grade appropriate to the work to be undertaken.
- (g) Officers paid in accordance with other grades can be transferred to the trainee grade—at an appropriate salary point—upon becoming recognised administrative or professional trainees.
- (h) As from 1 August, 1966, officers who with the local authority's approval take the Clerical Division Examination as a preliminary to their administrative or professional studies, are, upon passing the examination, to be advanced by two increments within the scale (subject to the appropriate maximum not being exceeded). No other examination will be accepted as an alternative to the Clerical Division Examination for this purpose.
- (i) Upon passing the 'intermediate' stage of the examination for the chosen career (as accepted by the National Council) trainees are to be advanced to the following minimum salary points with effect from the first day of the month following the completion of the examination.

Group A

Solicitors	}	£860
Finance Staffs		
Architects		
Engineers		
Surveyors		
Planning Staff		
Valuers		
Land Agents		
Chemists		
Administrative Staff		

Group B

All other staff £735 if under the age of 21; £780 if 21 or over.

- (j) Although it is expected that trainees will normally complete their studies while within the trainee grade, some officers in Group A after passing the 'intermediate' examination may cease to be primarily trainees upon appointment to posts properly graded outside the trainee grade. Such

appointment, however, will be subject to the Scheme's requirements as to qualifications, to the officer concerned having relevant local government experience, and to the officer being able adequately to undertake the responsibilities attached to the post to which he is appointed.

- (k) Officers who pass the appropriate final qualification (as accepted by the National Council) are expected soon to obtain appointment to a vacancy on the establishment of their authority (or of another authority). Where immediate promotion outside the trainee grade does not occur, officers are to be advanced to the following salary points within the trainee grade with effect from the first day of the month following completion of the examination.

Group A

Solicitors	}	£1140
Finance Staffs		
Architects		
Engineers		
Surveyors		
Planning Staff		
Valuers		
Land Agents		
Chemists	}	
Administrative Staff		

Group B

All other staff	—£1060
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Administrative and Professional Posts

11. The Revision prescribes five grades applicable to posts involving professional work or concerned with the general administration of the authority's work or the improvement of its organisation and to posts of a specialist nature not appropriately graded within other Divisions.

12. The Administrative and Professional Grade has the following salary scales:

	£
AP Grade I	(780) *
	820
	860
	900
	940
	980
	1020
AP Grade II	(980) *
	1020
	1060
	1100
	1140
	1180
	1220

Appendix E

AP Grade III	(1180) *
	1220
	1260
	1300
	1340
	1385
	1435
AP Grade IV	(1385) *
	1435
	1485
	1545
	1605
	1665
AP Grade V	(1605) *
	1665
	1725
	1795
	1865

*This point to be deleted from scale from 1 April, 1967

13. The Revision states that employing authorities should make every endeavour in their own interests and in that of their staffs to ensure that officers appointed to these grades are appropriately qualified by examination. Where specific qualifications have been prescribed for certain posts details are given in the Scheme. For other posts the qualifications should be prescribed by the employing authority who should be guided by the examinations approved by the Local Government Examinations Board and the National Council as set out in Appendix A to the Scheme.

14. The Revision also provides for two grades for more senior administrative and professional staff:

- (a) a senior officers' grade;
- (b) a principal officers' grade.

15. The senior officers' grade has the following salary scale:

£
1725
1795
1865
1945
2025
2105
—Responsibility bar (See para. 17 below).
2185
2265

16. The senior officers' grade (which provides for two levels of responsibility) is to be available for more senior administrative and professional posts filled by officers who are both fully qualified by examination and also experienced in administrative or professional work. The extent to which this grade is used will depend on the size of the authority and scope of the work actually undertaken but the National Council envisage that this grade will include, for example, posts involving (1) advice on the formulation of policy; (2) the control of large or important sections of work; (3) the leadership of teams of professional or technical officers, and (4) individual work of a high order.

17. Progression beyond the bar point of £2,105 in the grade is to be at the discretion of the employing authority and is to be authorised in the case of individual posts only where the local authority is satisfied that this can be justified in relation to the responsibilities undertaken.

18. Two ranges of salary are provided for officers referred to as principal officers¹ and they are set out below:

Principal Officers	Principal Officers
Range I	Range II
£	£
2,105	(2715)*
2,185	2,805
2,265	2,895
2,355	2,985
2,445	3,075
2,535	3,165
2,625	3,255
2,715	3,345
2,805	3,435
2,895	3,525
	3,615

*This point to be deleted from range from 1 April, 1967.

19. Principal officer posts are senior to those described in paragraph 16 and are to be graded on scales determined by the authority. In determining the salary grade for each of the 'principal officers' posts the local authority is to choose five consecutive points from either Range I or II. (To give two examples: the highest grade in Range I is £2,535-£2,895; in Range II the highest grade is £3,255-£3,615). In deciding the level of the grade so chosen local authorities shall have regard to the scope of the duties and responsibilities involved.

20. The salary grading of posts above the level of Range II is to be at the discretion of the employing authority.

21. Officers appointed to the senior and principal grades are required to have passed the final stage of the administrative or professional examination relevant to the post held.

¹ The use of the term "principal officer" in the Revision which denotes a certain level of responsibility should not be confused with the use of this term throughout the Committee's Report where it is used to describe heads of departments only. (see glossary of abbreviations).

Technicians and Technical Staffs Division

22. The Revision states that this division is to cover officers undertaking work of a technical nature which requires a special training or expertise but does not need to be done by officers with a full professional qualification (or by officers studying for such a professional qualification). The division will include, for example, draughtsmen, clerks of works, building inspectors, architectural technicians, engineering technicians, planning technicians, laboratory/workshop technicians, etc. It does not include posts of a professional nature filled by unqualified officers.

23. There are to be six grades as follows:

	£
T. Grade 1	315
	365
	415
	455
	495
	535
	575
	615
	655
	695
	735
T. Grade 2	(695)*
	735
	780
	820
	860
T. Grade 3	(780)*
	(820)†
	860
	900
	940
	980
	1020
T. Grade 4	(980)*
	1,020
	1,060
	1,100
	1,140
	1,180
	1,220
T. Grade 5	(1,180)*
	1,220
	1,260
	1,300
	1,340
	1,385
	1,435

Revision of the National Salary Structure

T. Grade 6	(1,340)*
	(1,385)†
	1,435
	1,485
	1,545
	1,605
	1,665

*This point to be deleted from scale from 1 April, 1967

†This point to be deleted from scale from 1 April, 1968

24. Where a post appropriately within the scope of the Technicians and Technical Staffs Division merits a salary in excess of that provided by Grade 6, the Provincial Council may, at the request of the employing authority, approve a higher grade to accord with the circumstances applying to the post.

25. The Revision states that no qualification requirements have been attached to the foregoing grades because the object of them is to enable local authorities to make the fullest use of technicians and technical staffs, and thereby utilise fully their qualified professional officers on professional duties. The higher grades however are intended to include those posts for which recognised training schemes and/or qualifications exist (e.g. architectural and engineering technicians).

Other aspects of the Revision

26. *Career grades* Paragraph 9 of Circular No. N.O.194 states that 'apart from their use separately for other staff, Grades AP III, IV and V will be used to form the first stage professional grade for qualified solicitors, finance staffs, architects, engineers, surveyors, planning staff, valuers, land agents and administrative staff'. Paragraph 28 of the Revision states that posts in those professions for which the authority requires officers who have passed the appropriate final examination who are *either* in the early stages of their career since qualifying *or* are undertaking duties and responsibilities less responsible than those in the senior officers' grade are to be graded by the employing authority on AP III or IV or V or on any combination of these grades that can be justified in relation to the work performed.

27. *Special grades* The Revision provides special grades for a number of groups of officers (for example librarians, youth employment officers and child care officers).

28. *Typists and machine operators* The Revision prescribes separate salary scales for the following groups of staff:

- (i) Shorthand typists and machine operators (complex machines).
- (ii) Audio typists.
- (iii) Copy typists and machine operators (simple machines).
- (iv) Addressing or duplicating machine operators.

There are two higher scales for senior or supervisory staff.

APPENDIX F

GRADUATES IN LOCAL GOVERNMENT

TABLE 1

Graduates in Great Britain available for employment
and entering local government (and hospitals)
1963/1964 and 1964/1965^a
(See Chapter V, paragraph 243)

	Year	SUBJECT CATEGORY OF DEGREE									
		Arts and Social Studies				Pure Sciences ^b				Applied Sciences ^c	
		Men		Women		Men		Women		Men	Women
		No.	%	No.	%	No.	%	No.	%	No.	%
Available for employment	1963/4 1964/5	3712 3919	(47.0) (47.4)	1793 2168	(36.7) (39.8)	2673 2930	(42.7) (43.6)	999 1160	(49.1) (51.4)	2956 3285	(69.6) (69.1)
Obtained permanent employment at home	1963/4 1964/5	2674 3009	(33.9) (36.4)	1238 1537	(25.4) (28.2)	2166 2413	(34.6) (35.9)	869 1018	(42.7) (45.1)	2571 2867	(60.6) (60.3)
Entered local government/hospitals	1963/4 1964/5	216 327	(2.7) (4.0)	168 288	(3.5) (5.3)	81 74	(1.3) (1.1)	118 151	(5.8) (6.7)	180 181	(4.2) (3.8)

Note (i) Percentages are of total number of men or women graduates with first degrees in each category in 1963-1964 and 1964-1965 (that is, of both those available for employment and those not available, such as those engaged on post graduate work).

(ii) These statistics do not separate local government from hospitals.

^a University Grants Committee. First Employment of University Graduates 1963-1964 and 1964-1965.

^b Includes biochemistry, botany, chemistry, geology, mathematics, pharmacy, physics, physiology and zoology.

^c Includes agriculture, architecture, engineering, metallurgy and mining.

Graduates in Local Government

TABLE 2
Departments in which graduates and diploma holders direct from
universities were placed
(See Chapter V, paragraph 245)

Departments	1958-1960 ^a		1962-1964	
	Number	Percentage	Number	Percentage
Clerks*	71	9.0	75	6.6
Education	23	2.9	57	5.0
Finance	67	8.5	75	6.6
Social Welfare ^b	188 ^c	23.9	336	29.5
Engineering, Planning, etc. ^d ...	282 ^e	35.9	399	35.2
Libraries etc.	145	18.5	123 ^f	10.8
Transport	7	0.9	—	—
Others	3	0.4	71	6.3
	786	100.0	1,136	100.0

(Note: The 1958-1960 and the 1962-1964 figures are not strictly comparable because of the small sample of county district authorities in the 1964 enquiry).

^a LGEB Survey. Extracted from Table 19(c) and adjusted to take account of 111 diploma holders.

^b Includes children's, health, welfare and housing departments.

^c Includes 66 diploma holders.

^d Includes Architects', Engineers', highway, planning, Surveyors', water and sewerage departments.

^e Includes 45 diploma holders.

^f Libraries only.

TABLE 3
Proportions of Departmental Staff and of Graduate Entrants compared
(See Chapter V, paragraph 245)

Departments*	August, 1964 Departmental establishments of qualified or partly qualified professional and technical staff as percentage of total establishments of qualified or partly qualified professional and technical staff	Departmental intakes of graduates/diploma holders recruited direct from the universities in 1962-64 as percentages of total intake of such graduate/diploma holders
Clerks*	1.5	6.6
Treasurers*	6.3	6.6
Education	3.4	5.0
Health... ..	48.0	4.1
Architects*	6.9	4.0
Engineers'/Surveyors*'	18.1	14.1
Planning	3.8	17.0
Children's	2.9	23.7
Welfare	2.3	1.5
Libraries	4.5	18.8
Housing	0.6	0.3
Other	1.7	6.3
	100.0	100.0

* Our survey collected establishments of qualified and partly qualified professional and technical staff by professions and not by departments. We have allocated them to departments, but this allocation was necessarily arbitrary in some cases.

TABLE 4

The subjects of graduates/diploma holders recruited into departments
direct from universities in 1962/1964
(See Chapter V, paragraph 247)

Subject of Degree/ Diploma	Law	Arts ^a	Social Science ^b	Science ^c	Engineering ^d	Administration	Architecture	Economics	Total
	1	2	3	4	5	6	7	8	
<i>Departments</i>									
Clerks'	56	16	—	2	—	1	—	1	76
Treasurers'	—	37 ^e	2	4	1	—	—	31	75
Education	2	34	10	8	—	1	—	2	57
Health	—	7	19	8	—	—	—	2	36
Architects'	—	9	1	—	1	—	34	1	46
Engineers'/Surveyors'	—	28 ^f	1	3	124	—	—	4	160
Planning	—	166 ^g	5	5	1	—	7	18	202
Children	2	64	181	5	—	8	—	7	267
Welfare	—	5	11	—	—	1	—	—	17
Libraries	2	108	1	8	1	—	—	2	122
Housing	—	3	—	—	—	—	—	—	3
Others	1	28	—	11	27	—	4	4	75
	63	505	231	54	155	11	45	72	1,136

^a Includes mathematics, history, classics, geography, languages or combinations thereof.

^b Includes psychology, sociology and applied social studies.

^c Includes medicine and dentistry.

^d Includes landscape design and estate management.

^e 8 read mathematics.

^f 5 studied civic design, town and country planning or land use and 21 geography.

^g 135 read geography, 19 civic design, town and country planning or land use.

Graduates in Local Government

TABLE 5

The initial grades of graduates or diploma-holders
recruited direct from the universities during 1962, 1963 and 1964—
analysis by types of authority
(See Chapter V, paragraph 242)

Initial Grades	The number of graduates recruited by				
	Counties	County Boroughs	Boroughs	Rurals	Total
General Division	28	70	3	—	101
Clerical I	1	11	—	—	12
Clerical II	0	3	—	—	3
Apt I	152	164	3	3	322
Apt I-II	66	39	—	—	105
Apt II	79	63	1	—	143
Apt II-III	22	9	—	—	31
Apt III	18	49	—	—	67
Apt III-IV	8	6	—	—	14
Apt IV	11	14	—	—	25
Apt IV—Lettered A	1	3	—	—	4
A	1	2	—	—	3
A-B	1	1	—	—	2
Social Welfare Grade (including Mental Welfare & Child Care)	163	123	—	—	286
Others	9	9	—	—	18
Totals	560	566	7	3	1,136

Note

No graduates were recruited during 1962, 3 and 4 by the urban district councils which replied to the Committee's questionnaire. The size of the sample of authorities is shown in Table 3/1.

APPENDIX G

THE DIPLOMA IN MUNICIPAL ADMINISTRATION—THE SYLLABUS

(See Chapter IX, paragraph 349)

The subjects of the Intermediate Examination are:

- Local and Central Government (two papers)
- Essay and precis
- One of—Economics
 - Mathematics
 - Statistics
- One of—Social and Economic History since 1760
 - Constitutional History
 - Constitutional Law
 - Elements of English Law
 - Physical and Regional Geography

At present candidates have to take and pass all five subjects at one sitting. But from 1967, the examination will consist of 6 papers:

- Local and Central Government (2 papers)
- The Development of the Social Services
- Elements of Public Finance
- Elements of Public Law
- English

and candidates will be able, if they wish, to take the examination in two parts, each consisting of three papers. The main objectives of the Board in making these changes are:

- (a) to make the normal teaching course for the Intermediate a 2-year one;
- (b) to make it easier for colleges to provide courses by eliminating optional subjects and by requiring all students to take the same 6 basic papers;
- (c) to relate the papers in Economics and Law more closely to the knowledge of these subjects required by officers in the service;
- (d) to provide a new paper in the development of the Social Services so that all students have some background knowledge of this subject before they begin studying for the compulsory paper in it at the Final Examination.

2. For the Final Administrative Examination the syllabus is:

Compulsory— I Principles and Problems of Public Administration
(General)

II Principles and Problems of Public Administration
(Local Government)

III The Social Services

Optional—One of—Social and Political Theory

Political Institutions

Social Statistics

Economics of Public Finance

Administrative Law

Nationalised Industries Administration

and One of—Local Government Law

Local Government Finance

Education

Public Health

Welfare Services

Administration of a particular department or broad
sphere of local authority activity not covered above.

From 1967 there will be an additional optional paper dealing with various aspects of management in the public services.



MINISTRY OF HOUSING AND LOCAL GOVERNMENT

COMMITTEE ON THE STAFFING OF LOCAL GOVERNMENT

Staffing of Local Government

REPORT
of the Committee



LONDON
HER MAJESTY'S STATIONERY OFFICE
1967

The work of the Committee on the Staffing of Local Government (together with that of the parallel Committee on the Management of Local Government) has been financed in part by the Exchequer and in part by the four main Local Authority Associations. The Committees shared common services and the cost of these has been apportioned.

The estimate of the cost, of the Committee on Staffing excluding the cost of printing and publishing its Report is £17,000 of which £8,250 is the share borne by the Exchequer. The cost of printing and publishing the Report is £2,293 10s. 0d.

To the Right Honourable Anthony Greenwood, MP,
Minister of Housing and Local Government.

Sir,

The Members of the Committee appointed by your predecessor at the request of four of the local authority Associations* on 3 March, 1964

“to consider the existing methods of recruiting local government officers and of using them; and what changes might help local authorities to get the best possible service and help their officers to give it”,

have now the honour to submit their Report to you, and, through you, to the four local authority Associations.

George Mallaby

Elsie M. Briggs

S. T. Broad

A. H. Buckley

E. T. Butcher

G. H. Carnall

W. H. G. Cocks

J. R. Coxon

A. Elliott

M. Henig

G. F. Hickson

W. Isaac

H. D. Jeffries

B. Keith-Lucas

D. W. Newport

P. J. Timms

M. V. Saville

(Secretary)

H. G. Cooper

(Assistant Secretary)

22 December, 1966.

The Association of Municipal Corporations

*The County Councils Association

The Rural District Councils Association

The Urban District Councils Association

Glossary of Abbreviations

The following abbreviations have been used in this Report.

AMC	Association of Municipal Corporations
AP(T)	Administrative, Professional (and Technical)
BMA	British Medical Association
BTAs	British Thoracic (formerly Tuberculosis) Association
CCA	County Councils Association
CNAAs	Council for National Academic Awards
CSE	Certificate of Secondary Education
Dip. Tech.	Diploma in Technology
DMA	Diploma in Municipal Administration
DPA	Diploma in Public Administration
DPH	Diploma in Public Health
GCE	General Certificate of Education
—O Level	Ordinary Level
—A Level	Advanced Level
Hadow Report	Report to the Minister of Health of the Departmental Committee on Qualifications, Recruitment, Training and Promotion of Local Government Officers, 1934.
HNC	Higher National Certificate
IMTA	The Institute of Municipal Treasurers and Accountants
LGEB	The Local Government Examinations Board
LGEB Survey	The Local Government Service, 1960, Report on Survey of Recruitment and Training—Local Government Examinations Board (published in 1962)
Local Authority Associations	The Association of Municipal Corporations, the County Councils Association, the Rural District Councils Association and the Urban District Councils Association
MOH	Medical Officer of Health
NALGO	The National and Local Government Officers' Association
NJC	The National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services
NJC (Employers')	The Employers' Side of the National Joint Council
O and M	Organisation and Methods
ONC	Ordinary National Certificate
Principal Officers	This term is used in this Report to denote all heads of department in a local authority including the Clerk. It does not refer to all officers who are graded on the Principal Officers salary ranges I and II under the Revision of the Scheme (see "The Revision" below) nor is it restricted to those officers who are known as "designated chief officers", and whose conditions of service are settled by the Joint Negotiating Committee for Clerks and for Chief Officers.

The Revision	The Revision of the Scheme (see below). Details are included in a NJC Circular (No. N.O. 194) sent to local authorities on 15 July, 1966 and are summarised in Appendix E to our Report
RIBA	The Royal Institute of British Architects
RICS	The Royal Institution of Chartered Surveyors
RIPA	The Royal Institute of Public Administration
RMPA	Royal Medico Psychological Association
Robbins Report	The Report of the Committee on Higher Education, 1963
The Scheme	The Scheme of Conditions of Service published by the National Joint Council (fifth Edition, October, 1964)
TPI	Town Planning Institute
UCCA	The Universities Central Council on Admissions
1933 Act	The Local Government Act 1933
1958 Act	The Local Government Act 1958.

Table of Contents

INTRODUCTION

CHAPTER I

	<i>Paragraph</i>	<i>Page</i>
Terms of reference and method of enquiry	1-11	3 and 4

PART I

THE PRESENT SITUATION

CHAPTER II

Conditions of service and staffing institutions	12-39	7-15
THE NATURE OF THE WORK OF LOCAL GOVERNMENT		
OFFICERS AND THEIR ATTITUDES TOWARDS IT	12-24	7-10
The nature of local government	12	7
The range of services and functions	13	7
Officers—the law and delegation	14 and 15	7 and 8
The work of local government officers	16-21	8 and 9
Attitudes of local government officers towards their work	22-24	9 and 10
CONDITIONS OF SERVICE IN LOCAL GOVERNMENT... ..	25-39	10-15
The local government service	25	10 and 11
The professional associations	26 and 27	11
The National Joint Council	28-30	12
The Local Authorities' Conditions of Service		
Advisory Board	31	13
The Local Government Examinations Board	32	13
The Provincial Councils	33	13
The Scheme of Conditions of Service	34-37	13-15
Superannuation	38 and 39	15

CHAPTER III

The staffing situation	40-199	16-64
THE POSTAL QUESTIONNAIRE	41-49	16-19
LOCAL GOVERNMENT AND THE PROFESSIONS	50-199	19-64
Solicitors	51-57	19-22
Treasurers	58-67	22-26
Engineers	68-80	26-30
Architects	81-87	30-32
Planners	88-94	32-34
Surveyors	95-102	34-37
Medical Officers	103-113	37-40
Public Health Inspectors	114-124	40-43

	<i>Paragraph</i>	<i>Page</i>
Nurses and Health Visitors	125-136	43-46
Midwives	137-144	46-48
Child Care Officers	145-151	48-50
Social Welfare Officers and Mental Welfare Officers (and Assistants)	152-157	50-52
Education Officers	158-164	52-54
Librarians	165-172	54-56
Inspectors of Weights and Measures	173-182	56-59
The Lay Administrative Officer	183-189	59-61
Clerical Staff	190-199	61-64

PART II

POSSIBLE DEVELOPMENTS

CHAPTER IV

New patterns of recruitment and employment	200-237	67-79
CHANGING SOCIAL CONDITIONS	200-202	67 and 68
CHANGES IN THE STRUCTURE AND ORGANISATION OF LOCAL AUTHORITIES	203 and 204	68 and 69
EXAMINATION OF PARTICULAR DIFFICULTIES AFFECTING VARIOUS CATEGORIES OF STAFF	205-237	69-77
Local government professions with limited prospects	206-208	69 and 70
Professions common to local government and other employment	209-212	70 and 71
The shortage of training facilities	213-215	71 and 72
Size of authority and effect on recruitment of professional staff	216 and 217	72 and 73
Staff shortages, professional status and departmental organisation	218-220	73
Staff shortages, standards for professional qualifications and the demand for professionally qualified officers	221-226	73 and 74
Further remedies	227-230	75
Use of private and commercial resources ...	227	75
Return of married women to employment ...	228 and 229	75
Working conditions and facilities for work ...	230	75

The lay administrative officer	...	...	...	Paragraph 231-236	Page 76 and 77
Clerical work	...	...	...	237	77
SUMMARY OF RECOMMENDATIONS	...	...	...		77-79

CHAPTER V

Sources of Recruitment	238-254	80-85
SCHOOL LEAVERS	...	...
GRADUATES	...	...
The extent to which local authorities recruit graduates/diploma holders direct from universities and colleges	...	...
Where graduates go in local authorities	...	...
Some difficulties in recruiting graduates	...	...
CONCLUSIONS	...	...
SUMMARY OF RECOMMENDATIONS	...	...

CHAPTER VI

Careers and Prospects	255-279	86-92
ROUTINE CLERICAL AND MACHINE OPERATING WORK (INCLUDING THE EFFECT OF COMPUTERS)	...	...
THE TRAINEE GRADE	...	...
Equality of treatment for school leavers and graduates on passing professional examinations	...	...
Graduates and diploma holders and the trainee grade	...	...
TECHNICIANS AND TECHNICAL STAFFS DIVISION	...	...
CAREERS AFTER QUALIFYING	...	...
SUMMARY OF RECOMMENDATIONS	...	...

CHAPTER VII

Recruitment Procedure	280-292	93-96
SCHOOL LEAVERS	...	...
RECRUITMENT FROM UNIVERSITIES AND COLLEGES	...	...
Conferences	...	...
Information	...	...
Timing of notifications	...	...
Talks to undergraduates	...	...
Visits by students to local authorities	...	...
SUMMARY OF RECOMMENDATIONS	...	...

CHAPTER VIII

	<i>Paragraph</i>	<i>Page</i>
Management	293-317	97-105
DEFINITIONS	294 and 295	97
GROWING DEMANDS ON MANAGERIAL CAPACITY ...	296	98
THE USE OF STAFF	297-301	98 and 99
The training of staff	298	98
Allocation of work	299	98 and 99
The setting of standards	300	99
MANAGEMENT AIDS OR SERVICES	302-317	99-104
Organisation of management services within a local authority	309 and 310	103
Joint and central arrangements	311-313	103
Staff for the management services	314-317	104
SUMMARY OF RECOMMENDATIONS		105

CHAPTER IX

	<i>Paragraph</i>	<i>Page</i>
Training	318-401	106
GENERAL PRINCIPLES ARISING FROM THE PRESENT SITUATION	320-326	106-108
INDUCTION TRAINING	327-332	108 and 109
PROFESSIONAL TRAINING	333-344	109-114
Entry from institutions of higher education ...	335 and 336	110 and 111
Release for training	337-339	111 and 112
Practical training	340	112 and 113
Professional standards	341	113
Facilities for professional training	342	113
Training policy	343 and 344	113 and 114
TECHNICIAN TRAINING	345	114
TRAINING FOR THE LAY ADMINISTRATIVE OFFICER ...	346-370	114-121
The Diploma in Municipal Administration (DMA) and similar qualifications	347-353	115 and 116
Further training	354-370	117-119
Practical experience	362 and 363	119
General studies	364	116
Specialist studies	365-367	119 and 120

	<i>Paragraph</i>	<i>Page</i>
TRAINING FOR CLERICAL STAFF	371 and 372	120 and 121
MANAGEMENT TRAINING	373-380	121-123
COURSES AT A HIGHER LEVEL	381-385	123
REFRESHER COURSES AND RETRAINING	386-390	124
THE SUPERVISION OF TRAINING	391-395	124-126
THE COST OF TRAINING	396-401	126 and 127
SUMMARY OF RECOMMENDATIONS		127-129

CHAPTER X

A Central Organisation for Local Government	402-425	130-136
EVIDENCE ON THIS QUESTION	405-407	130 and 131
A SINGLE LOCAL GOVERNMENT SERVICE	408-419	131-135
Recruitment	409	131
The posting of staff	410-413	132 and 133
Selection of staff	414	133
Staffing needs	415 and 416	133
Training requirements	417 and 418	133 and 134
Conclusions	419	134 and 135
JOINT ARRANGEMENTS BETWEEN AUTHORITIES	420-425	135 and 136
SUMMARY OF RECOMMENDATIONS		136

CHAPTER XI

Staffing Arrangements Within Local Authorities	426-451	137-144
ECONOMY IN THE USE OF MANPOWER	430-437	138-140
EXECUTIVE WORK	438 and 439	140 and 141
THE ESTABLISHMENT OFFICER	440-443	141 and 142
THE ESTABLISHMENT COMMITTEE	444	142
APPOINTMENT PROCEDURES... ..	445-451	142-144
SUMMARY OF RECOMMENDATIONS		144

CHAPTER XII

	<i>Paragraph</i>	<i>Page</i>
Mobility of Staff: Superannuation	452-485	145-154
MOVEMENT WITHIN DEPARTMENTS	453-455	145
MOVEMENT BETWEEN DEPARTMENTS	456-459	145-147
RESPONSIBILITY FOR ARRANGING TRANSFERS	460	147
MOVEMENT BETWEEN LOCAL AUTHORITIES	461-468	147 and 148
MOVEMENT BETWEEN LOCAL AUTHORITIES AND OTHER BRANCHES OF THE PUBLIC SERVICE	469-471	149 and 150
MOVEMENT BETWEEN LOCAL AUTHORITIES AND THE PRIVATE SECTOR	472 and 473	150
SUPERANNUATION	474-485	150-154
SUMMARY OF RECOMMENDATIONS		154

CHAPTER XIII

The Clerk and the Other Principal Officers	486-499	155-160
THE CLERK	488-493	155-158
OTHER PRINCIPAL OFFICERS	494-498	158 and 159
DELEGATION	499	159 and 160
SUMMARY OF RECOMMENDATIONS		160

CHAPTER XIV

Recommendations	500-512	161-170
Acknowledgements		171

APPENDIX A

Page

Written Evidence: List of Individuals and Bodies Which Gave Evidence	172-174
--	---------

APPENDIX B

Oral Evidence: List of Witnesses	175
----------------------------------	-----

APPENDIX C

The Committee's Questionnaire to Local Authorities on Recruitment and Training	176-220
---	---------

Document 1: Form of questionnaire.

Document 2

Table 1: Professional and technical staff—overall staffing situation.

Table 2: Professional and technical staff—overall situation analysed by types of authority.

Table 3: Professional and technical staff—overall situation analysed by size within type of authority.

Table 4: Recruitment of professional trainees.

Table 5: Age distribution of administrative staff.

Table 6: The highest grades attained within the last ten years by administrative officers with the DMA or a similar qualification in the principal departments of authorities—analysis by types of authority.

Table 7: The highest grades attained within the last ten years by administrative officers without the DMA or a similar qualification in the principal departments of authorities—analysis by types of authority.

Table 8: Ages of entrants to the local government service in 1963 excluding typing staff and machine operators.)

Table 9: Authorities' difficulties in recruiting boys and girls with at least 3 'O' levels.

Table 10: Wastage of staff during first five years of service.

Table 11: Release of new entrant graduates in the years 1962 and 1963 for part-time or full-time attendance at approved study courses—analysis by types of authority.

Table 12: Release of other new entrants in the years 1962 and 1963 for part-time or full-time attendance at approved study courses—analysis by types of authority.

- Table 13: The number of officers undertaking training in the years 1962, 1963 and 1964—analysis by qualification sought and source of recruitment.
- Table 14: Percentage of professional posts unfilled at 31 August 1964 which had been vacant for six months or more—analysis by domestic rateable value and population range of authority—county councils.
- Table 15: Percentage of professional posts unfilled at 31 August 1964 which had been vacant for six months or more—analysis by domestic rateable value and population range of authority—county borough councils.
- Table 16: Percentage of professional staff at 31 August 1964 with less than the desirable qualifications—analysis by domestic rateable value and population range of authority—county councils.
- Table 17: Percentage of professional staff at 31 August 1964 with less than the desirable qualifications—analysis by domestic rateable value and population range of authority—county borough councils.
- Table 18: The average annual intake in the years 1962–1964 of new entrants into the general division (excluding typing staff and machine operators).
- Table 19: The arrangements made by authorities to advertise vacancies and to bring them to the notice of school leavers—analysis by types of authority.
- Table 20: Frequency of recruitment of new entrants and whether recruitment was undertaken centrally or departmentally within authorities—analysis by types of authority.
- Table 21: The number of authorities which operated the NJC's special entry arrangements, or any other arrangements, for better qualified entrants—analysis by types of authority.
- Table 22: The number of "non-professional" and "non-technical" staff on APT 1 and above employed on administrative duties—analysis by grade of officers and whether they possessed the DMA or a similar qualification.
- Table 23: Number of officers possessing the DMA or a similar qualification who had not progressed beyond the Clerical Division—analysis by types of authority.

APPENDIX D

Page

The Committee's Questionnaire to a Sample of NALGO Members 221–257

Document 1: Form of questionnaire.

Document 2: The Sample and Tables of Results.

Table 1: The sample by sex.

Table 2: The sample by sex and age.

Table 3: The sample by passing of professional examinations

Table 4: The sample—by nature of work.

Table 5: The sample—by salary.

Table 6: Passing of professional examinations by age.

Entry into local government service

Table 7: —by authorities

Table 8: —by age

Table 9: —by sex

Table 10: —by salary

Table 11: —by last school examination.

Table 12: —by passing of professional examinations.

Length of service in present authority.

Table 13: —by authorities.

Table 14: —by sex.

Table 15: —by age.

Table 16: —by passing of professional examinations.

Length of service in local government.

Table 17: —by authorities.

Table 18: —by sex.

Table 19: —by age.

Table 20: —by passing of professional examinations.

Length of any employment outside local government (other than national/
war service).

Table 21: —by authorities.

Table 22: —by sex.

Table 23: —by age.

Table 24: —by passing of professional examinations.

Number of authorities served.

Table 25: —by authorities.

Table 26: —by sex.

Table 27: —by age.

Table 28: —by passing of professional examinations.

Liking for work in local government.

Table 29: —by authorities.

Table 30: —by sex.

Table 31: —by age.

Table 32: —by nature of work.

Table 33: —by salary.

Table 34: —by possession of a university degree/diploma.

Table 35: —by passing of professional examinations.

Table 36: Main and secondary factors influencing officers to enter local
government—by sex.

- Table 37: Main factor influencing officers to enter local government—by age.
 Table 38: Secondary factor influencing officers to enter local government—by age.
 Table 39: Main and secondary factors influencing officers to enter local government—by possession of a university degree/diploma.

Whether prospects have turned out as people thought.

- Table 40: —by authorities.
 Table 41: —by sex.
 Table 42: —by age.
 Table 43: —by salary.
 Table 44: —by whether or not in possession of a degree/diploma.
 Table 45: —by passing of professional examinations.

Satisfactions—Responsibility.

- Table 46: —by authorities.
 Table 47: —by sex.
 Table 48: —by age.
 Table 49: —by whether or not in possession of a degree/diploma.
 Table 50: —by passing of professional examinations.

Satisfactions—Initiative.

- Table 51: —by authorities.
 Table 52: —by sex.
 Table 53: —by age.
 Table 54: —by whether or not in possession of a degree/diploma.
 Table 55: —by passing of professional examinations.
 Table 56: —Satisfactions—Working Conditions—by sex.

Satisfactions—Facilities to do their work.

- Table 57: —by sex.
 Table 58: —by whether or not in possession of degree/diploma.
 Table 59: —by passing of professional examinations.

Satisfactions—Relations with elected members.

- Table 60: —by age.
 Table 61: —by passing of professional examinations.

Satisfactions—Relations with the public.

- Table 62: —by age.
 Table 63: —by passing of professional examinations.

Satisfactions—Staff relations.

- Table 64: —by sex.
 Table 65: —by age.

Satisfactions—Sense of doing a useful job in service of the community.

- Table 66: —by sex.
 Table 67: —by age.

Table 68: —by whether or not in possession of university degree/diploma.

Table 69: —by passing of professional examinations.

Seriously considering leaving local government.

Table 70: —by authorities.

Table 71: —by sex.

Table 72: —by age.

Table 73: —by nature of work.

Table 74: —by salary.

Table 75: —by whether in possession of a degree/diploma.

Table 76: —by passing professional examinations.

Those who would seriously consider leaving local government if this could be done without loss of pension rights.

Table 77: —by authorities.

Table 78: —by sex.

Table 79: —by age.

Table 80: —by nature of work.

Table 81: —by salary.

Table 82: —by whether in possession of a degree/diploma.

Table 83: —by passing of professional examinations.

Table 84: —Main, secondary and third reasons of those who are seriously considering leaving local government.

Document 3: Commentary on the results of the survey.

APPENDIX E

Revision of National Salary Structure

Page

258-266

APPENDIX F

Graduates in Local Government

267-270

Table 1: Graduates in Great Britain available for employment and entering local government (and the hospital service), 1963/1964 and 1964/1965.

Table 2: Departments in which graduates and diploma holders recruited direct from universities were placed.

Table 3: Proportions of departmental staff and of graduates compared.

Table 4: The subjects of graduates/diploma holders recruited into departments direct from universities in 1962-1964.

Table 5: The initial grades of graduates or diploma-holders recruited direct from the universities during 1962, 1963 and 1964—analysis by types of authority.

APPENDIX G

The Diploma in Municipal Administration—The Syllabus

271 and 272

LIST OF TABLES

	<i>Page</i>
Table 3/1 The postal questionnaire—the sample	17
Table 3/2 Recruitment of trainees	18
Table 3/3 Recruitment of trainees and vacant and inadequately filled posts compared	19
Table 3/4 Local government's share of the solicitors' profession ...	20
Table 3/5 Local authority solicitors—employment	20
Table 3/6 Solicitors—numbers entering articles and of admissions ...	21
Table 3/7 Qualifications of local authority finance staff, June, 1957	22
Table 3/8 The accountancy profession, January, 1966	23
Table 3/9 IMTA examinations—results	24
Table 3/10 Local government engineering—the staffing situation ...	26
Table 3/11 Civil, municipal and structural engineers	26
Table 3/12 Architects—the supply	31
Table 3/13 Employment of medical practitioners (June, 1965) ...	37
Table 3/14 Output of British medical practitioners	38
Table 3/15 Comparison of the salaries of hospital consultants and public health medical officers	39
Table 3/16 Public health inspectors—supply	41
Table 3/17 Training of public health inspectors	42
Table 3/18 Midwives—the supply	46
Table 3/19 Midwives—increasing responsibilities	47
Table 3/20 Child care officers—qualifications	48
Table 3/21 Residential child care staff—qualifications	49
Table 3/22 Child care officers—output and planned output from training courses for 1964–1969	49
Table 3/23 Social welfare officers—supply	51
Table 3/24 Inspectors of weights and measures—the supply	57
Table 3/25 Chief inspectors of weights and measures: grading ...	59
Table 3/26 Education qualifications of boys and girls aged 21 and under entering the General Division in 1960	62
Table 3/27 Education qualification of boys and girls being new entrants (other than typing staff and machine operators) in 1963...	63
Table 8/1 Local authorities—use of O and M	100
Table 8/2 Local authorities—use of work study	101
Table 8/3 Local authorities—use of computers	101
Table 9/1 The arrangements made by authorities for induction training for new entrants—analysis by types of authority	108

	<i>Page</i>
Table 9/2 The number of authorities which made allowance for training purposes when fixing departmental establishments—analysis by types of authority	112
Table 9/3 Responsibility in authorities for encouraging and guiding members of the staff in their training—analysis by types of authority	125
Table 9/4 Responsibility in authorities for encouraging and guiding members of the staff in their training—analysis by officers' grades	125
Table 12/1 The number of authorities which made arrangements to enable selected clerical and administrative officers to obtain a wider administrative experience—analysis by types of authority	146